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ABSTRACT

This review identifies where Danish public authorities intend to take their adult education and training (AET) system, main issues in AET reform (VEU-Reform), and recommendations from reviewers. Section 1 introduces the thematic review. Section 2 presents an overview of policy issues, AET, and VEU-Reform. It lists objectives of VEU-Reform (improve opportunities for adults with the lowest levels of education, provide relevant education to adults at all levels, achieve a more efficient use of resources). Section 3 develops the four organizing themes in these areas: current stage, incentives and barriers, strengths and challenges, and recommendations. Strengths and challenges are highlighted for each theme. For Theme 1, how different actors are addressing ways to improve incentives and motivation for adults to learn, it was noted that AET often "repairs" problems that originated in initial education and that industry-supplied training, informal, and prior learning need to be recognized as part of the system. For Theme 2, promoting an integrated approach to provision of and participation in adult learning, the issue is creating a coherent, simplified AET system. For Theme 3, improving the quality, pedagogy, and variety of learning provision, three concepts must be incorporated: adult and lifelong learning is a lifetime concept; must be for all; and includes a variety of learning modes. For Theme 4, improving policy coherence and effectiveness, whether the VEU-Reform is a "one-house strategy" for public authorities or for society is considered . Section 4 considers future issues related to inclusion of adult learning in lifelong learning. Appendixes include a glossary. (Contains 34 references.) (YLB)

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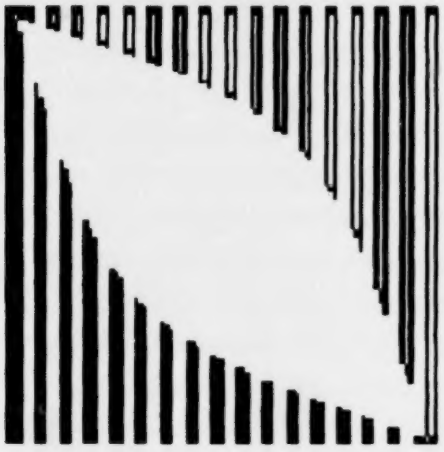
THEMATIC REVIEW ON ADULT LEARNING



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1. INTRODUCTION

1.1 Objectives and organisation of the thematic review

When they met in January 1996, OECD Education Ministers argued that far-reaching changes were needed to make lifelong learning for all a reality. "Strategies for lifelong learning need a wholehearted commitment to new system-wide goals, standards and approaches, adapted to the culture and circumstance of each country". Recognising that adults encountered particular problems in participating in lifelong learning, Ministers called on the OECD to "review and explore new forms of teaching and learning appropriate for adults, whether employed, unemployed or retired". In October 1997, OECD Labour Ministers amplified the message. They recognised the adverse labour market consequences that arise due to the lack of access to lifelong learning opportunities, and "underlined the importance of ensuring that lifelong learning opportunities are broadly accessible to all persons of working age, in order to sustain and increase their employability".

In 1998, the OECD and the U.S. Department of Education co-organised an international conference, *How Adults Learn*, to review recent research results and practices with regard to teaching and learning adapted to the needs of adults (OECD and US Department of Education, 1999). One of the conclusions from the conference was that a cross-country thematic review could be a valuable tool for understanding the role of policy and institutional environment in promoting adult learning and drawing policy lessons from different national experiences. In late 1998, the OECD Education Committee launched the Thematic Review on Adult Learning as a joint activity with the Employment, Labour and Social Affairs Committee.

The purpose of the activity is to analyse adult learning policy options under different contexts. It reviews the adequacy of learning opportunities, how to improve access and participation in adult learning and how learning interacts with the labour market. Among the different issues object of analysis are: the patterns of participation in adult learning; diagnoses of the problems that arise because of these patterns; policy programmes and institutional arrangements that have been used by OECD Member countries to expand learning opportunities for adults; options that can be regarded as "good practices" under diverse institutional circumstances and how these can be applied more widely within and across countries.

A meeting of national representatives to discuss the terms of reference and indicate interest in participation took place in Paris in June 1999. As a result, ten countries are participating in the Review: Canada, Denmark, Finland, Norway, Portugal, Spain, Sweden, Switzerland, the United Kingdom and the United States. A team of three reviewers, which comprises a rapporteur, from different countries and backgrounds (such as pedagogy, education, economics or social sciences) and two members of the OECD Secretariat visit each country. Each visit lasts about ten days and allows reviewers to capture both education and labour market issues. Each country prepares a Background Report drafted according to guidelines agreed by country representatives and the OECD Secretariat.

The visit enables the reviewers to analyse adult learning in the country on the basis of the Background Report, discussions with representatives of government, administration, employers, trade unions and practitioners, and through site visits. After each visit, the rapporteur, with the help of the review team, prepares a Country Note analysing the main issues concerning adult learning and policy responses in the country under review. The note addresses the four major themes that impinge on participation by adults in learning: inadequate incentives and motivations for adults to learn; complex pathways between learning settings and a lack of transparency in signalling learning outcomes across a variety of formal and non-formal settings; inappropriate teaching and learning methods; and lack of co-ordination between various public policies that directly or indirectly affect lifelong learning. A final Comparative Report will address

the different issues and policy responses in a comparative perspective, including the insights gathered from the participating countries.

1.2 Denmark's participation in the review

The Danish review visit took place on 6-14 November 2000. The members of the Danish Steering Group, the authors of the Background Report and the members of the review team can be found in the Annexes 1 and 2 to this document. Annex 3 includes the programme of the visit and participants. The review team would like to thank deeply the Steering Group, the authors of the Background Report and the persons who during the visit were able to give some information on the specificity and the success factors concerning adult learning in Denmark.

1.3 Structure of the paper

The main objective of this review is to understand where the Danish public authorities intend to take their adult education and training system: What are the main issues in the adult education and training Reform (VEU-Reform), and what recommendations might the review team have? The objective of the review team is to make recommendations that complement those of the Reform, either by suggesting possible steps forward or advising against certain developments in a short and middle term perspective. In support of this, a general overview of the education system's policy issues, of adult education and training and of the VEU-Reform has been presented in Section 2. Section 3 develops the four themes of the OECD's focus and Section 4 offers concluding recommendations and issues for the future.

2. GENERAL OVERVIEW OF THE ADULT EDUCATION REFORM AND ITS CONTEXT

2.1 General context

2.1.1 Socio-demographic context

Population

Denmark has a total population of 5.3 million with a relatively high density (123 inhabitants per square kilometre) compared to the other Nordic Countries (14-20 inhabitants per square kilometre). Some characteristics of Danish society are important to note. History has made the Danish population very homogeneous and this has contributed to consensual approaches to issues including those related to education and training. In general, the social partners are present at all levels of decisions (although participation of social partners in counselling on the content of education programmes is generally limited

to vocational education and training).[1] Co-operation and coalitions are permanent rules of the game including issues related to education, training and employment.

Economy

The Danish economy is a small open one, and one of the key features of the sustained recovery that got underway in 1993 was domestically generated growth with strong private and public consumption, and an investment boom (OECD, 2000a). The service sector is particularly important with a contribution in 1998 of 71.3 per cent to gross value added compared to 25.9 per cent for industry and 2.8 per cent for agriculture. Its corresponding share of total civilian employment was 69.4 per cent compared to 3.6 per cent in agriculture and 27 per cent in industry. Small and medium sized enterprises are a strong component of the economy: one half of the workers are in firms with less than 50 wage and salary earners, which represented 98 per cent of firms in the late 1990s (OECD, 2000b). Denmark continues the stability-oriented economic policy with structural improvements being introduced, especially in the fields of taxation and labour market policy (Ministry of Labour and Ministry of Economic Affairs, 2000).

Unemployment

Unemployment reached 10 per cent in 1994. Since then, it has decreased: it reached 5.2 per cent of the labour force in 2000 (OECD, 2000d). Duration of long-term unemployment is shorter than the OECD average: in 1999, 20 per cent of the unemployed were out of work for more than one year compared to 31 per cent on average in other OECD countries. The youth unemployment rate is currently around 10 per cent, close to the OECD average (OECD, 2000c). While some of this reflects the pickup in economic activity, reforms on improving active labour market policies, including training programmes for unemployed adults, have played an important role. In the current tighter labour market, the authorities have needed to promote the upgrading of skills and qualifications of the labour force as a means of helping to overcome emerging skill shortages and bottlenecks.

The social partners

The trade union density rate has been persistently high by international standards and was 76 per cent in 1994, just after Sweden and Finland (OECD, 1997). Collective bargaining coverage of 69 per cent is not particularly high by international standard, while there is a high degree of co-ordination, indicating a consensual level between social partners. It underlines the important role of the social partners and their strong commitment to issues linked to education, training and lifelong learning. A recent example is given with the position taken by the Federation of Danish Trade Unions (1999) on national human capitals accounts, which focus on competence development and lifelong learning, both for the individual and the society as a whole. It proposes a vision that involves the development and consolidation of a democratic society, and stimulating work for all (p. 4).

1. For more information on geography and history, see OECD, 1995a and 2000a.

2.1.2 *The education and training context*

Educational attainment

The educational attainment of the labour force has dramatically increased in recent decades. Some general characteristics to keep in mind for the development of adult education and training are the following:

- The population of 25 to 64 years old represents 3 million individuals or 55 per cent of the total population.
- In the present youth cohort, 83 per cent achieve upper secondary or vocational education and 40 per cent enter higher education.
- For 33 per cent of the workforce, primary education is the highest educational level attained.

Table 1. Percentage of the population having attained at least upper secondary education by age group, 1992, 1996 and 1998 (Percentages)

	Age groups	
Years	55-64	25-34
1992	45	67
1996	50	74
1998	67	85
OECD average (1998)	44	72

Sources: OECD, 1995a (p. 22); 1998 (p. 46) and 2000d (p. 40).

Drop outs from initial education

In its conclusions and recommendations, the Review of Educational policies for education in Denmark (OECD, 1995b) underlined a drop out problem at the secondary level. Pathways between the various types of schools and studies were recommended as a way to limit drop outs. In 1993, the EGU, *Erhvervsmaessig Grunduddannelse* (Vocational Basic Training), was created to allow pupils with difficulties to remain in a traditional school system and to progressively move into the labour market (OECD, 1995b, p. 87). At that time, the Government suggested that, by the end of the 20th Century, the percentage of youth reaching upper secondary education should be somewhere between 75 and 95 per cent (p. 88). According to OECD (2000a), some progress has been made. Drop out rates have declined, due to small cohorts, increased demand for apprentices and better guidance processes: in upper secondary school, 86 per cent of graduates obtained an upper secondary – academically oriented or vocational –qualification in 1999, up 5 percentage points since 1994 and 9 percentage points since 1990. However, it is still less than the government's target of 95 per cent and less than the best performing OECD countries (Sweden, the United States and Germany) (p. 84). This unresolved situation has important repercussions on adult education and training. More generally, it has implications for a lifelong learning strategy because the "drop out" population will remain for years the target for adult general education and training programmes.

Financing initial education

When considering all levels of education, expenditure as a percentage of GDP by origin of funds show that in Denmark direct public expenditure for institutions represent 6.5 per cent of GDP, one of the highest amongst OECD Member countries (with Sweden, Finland and Norway) (OECD, 2000d, p. 49 and

p. 66). Concerning the share of expenditure for institutions for all levels of education, Denmark holds the third position of direct public expenditure. For all levels together, public expenditure represent 95 per cent and private ones 5 per cent.

Education and training supply for adults: a public offer

The public sector is the major supplier of education and training for adults. Different institutions offer a range of options targeted to individuals and enterprises. The Adult Vocational Training System (AMU) falls under the authority of the Ministry for Labour and the great majority of other public adult education depends on the Ministry of Education.[2]

Private training institutions are also involved in adult training. In 1999, the private sector represented 466 800 participants (Danish Authorities, 2001, p. 19). As indicated by the Danish authorities, it represents a sizeable market. Enterprises also provide internal training, but the amount of investment is not known.

Some information is provided concerning the percentage of enterprises with training plans by public and private sectors and by size of enterprise (Danish Authorities, 2001, Table 3.1). As in many OECD Member countries, large enterprises with highly qualified personnel are more likely to have training plans compared with small firms. This can be indicative of some interest in education and training for particular groups even if it does not mention the amount of training actually received, its duration or its relation to work.

The VEU-Reform's focus on public providers is the first step to clarify the situation of adult education and training before reaching a large societal debate. This debate has already been launched: the social partners have taken part in shaping the VEU-Reform and, as soon as the VEU-Reform is implemented, training in the enterprise and training private providers will be also affected and involved.

Literacy of the labour force

Although Danes who had completed upper secondary education scored among the highest in the International Adult Literacy Survey (IALS), literacy of the adult population is considered too low and it is part of the priorities to be addressed by the VEU-Reform. Adult education and training is seen as a tool for helping to raise the scores of the populations that left school a number of years ago. Some of the factors mentioned above may help in understanding how a country with a high level of educational attainment can nevertheless suffer from a low level of literacy amongst its adult population. The relatively recent trends towards high level of participation in upper secondary education, the still recent drop out issue and the structure of initial (elementary) education are elements contributing to a problem. A recent OECD study (OECD, 2001, p. 58) shows very good results for Denmark with only 10 per cent of young people having completed upper secondary school not reaching the level 3 of literacy (compared to 59 per cent in the United States).

2. The rest falls under the Ministries of Trade and Industry, of Culture, and of Food.

Table 2. Mean literacy scores on the prose, document and quantitative scales for persons in different age groups with completed secondary education (1994-98), Nordic countries.

	16-25 years old	46-65 years old
Prose		
Denmark	294.5	263.4
Finland	321.4	274.1
Norway	298.6	270.9
Sweden	311.1	285.3
Document		
Denmark	320.4	276.9
Finland	324.6	274.5
Norway	307.2	278.1
Sweden	314.1	292.5
Quantitative		
Denmark	315.9	290.9
Finland	307.2	278.7
Norway	296.7	284.8
Sweden	308.8	297.1

Source: *IALS/SIALS: OECD and Statistics Canada, 2000, pp. 147-148.*

The one "block" structure of the elementary and lower secondary education (*Grundskole*) can negatively influence literacy. Conceived to be an equal opportunity for all children, should there be any lessons drawn from the fact it co-exists with drop outs and some literacy problems? Could it be that the initial education system is one of the problems because it leads to an adult education and training problem? Other factors may play a role: Teachers' training, infrastructure in the schools (e.g. the "class teacher" or "form teacher" system) , the parents' background, cultural attitudes among parents and teachers, teacher support, the wide gap between the spelling and the pronunciation of the Danish language etc. In short, there could be a number of explanations, which should be further explored to understand the roots of one particular adult learning issue: illiteracy.

2.1.3 The adult education and training context

Participation in adult learning activities, job-related or not, for employed, unemployed and persons out of the labour force is considerably higher in Denmark than the average among the countries involved in IALS (Table 3). Over the 12-month period preceding the survey, 56.2 per cent of 25-64 years olds respondents had participated in a training activity. That very high level of participation appears for job-related training regardless of job status. The employed receive more of all types of training than do the unemployed (60.7 per cent compared to 51.1 per cent). For job-related training, more than one employed out of two participates while it is only 38.8 per cent for the unemployed and 26.9 per cent for the persons out of the labour force.

Table 3. Participation in learning of 25-64 year-olds according to type of training and job status, 1994-98 (Percentages)

	All Job Status	Employed	Unemployed	Out of the Labour Force
All type of training				
Denmark	56.2	60.7	51.1	39.0
Average	34.9	42.8	26.4	13.6
Job-related training				
Denmark	48.7	54.6	38.8	26.9
Average	29.3	37.6	21.4	6.9

Sources: *IALS-SIALS (prepared by the authors).*

Public expenditure in labour market programmes

Since the mid-1980s, labour market training expenditure[3] for adults have been high compared to the OECD average. Expenditure reached 0.4 per cent of GDP in 1986 and 0.9 per cent of GDP in 2000, which is quite high compared to the OECD average of 0.2 per cent of GDP (Table 4).

3. Labour market training expenditure include education support or special allowance.

Table 4. Public expenditure and participant inflow in labour market programmes

	1985	1986	1987	1988	1989	1990	1991	1992	1993	1994	1995	1996	1997	1998	1999	2000
Expenditure as a % of GDP																
Total measures (active and passive)																
Denmark		4.9	4.9	5.1	5.5	5.4	5.8	6.3	7.1	6.7	6.3	5.9	5.5	5.0	4.9	4.5
OECD average[a]	2.1					2.0					2.5			2.2		
of which: Active measures																
Denmark		1.1	1.1	1.1	1.1	1.1	1.3	1.4	1.7	1.7	1.9	1.8	1.7	1.7	1.8	1.5
OECD average[a]	0.7					0.7					0.9			0.8		
of which: Labour mark., training																
Denmark		0.4	0.4	0.3	0.3	0.3	0.4	0.4	0.5	0.7	1.0	1.1	0.9	1.0	1.0	0.9
Training for unemployed adults and those at risk		0.3	0.3	0.2	0.2	0.2	0.2	0.3	0.4	0.5	0.7	0.8	0.6	0.7	0.8	0.7
Training for employed adults	..	0.1	0.1	0.1	0.1	0.1	0.1	0.1	0.1	0.2	0.3	0.3	0.3	0.3	0.2	0.2
OECD average[a]	0.2					0.2					0.3			0.2		0.2
Participant inflows as a % of labour force																
Labour market training																
Denmark	..	5.6	5.5	5.7	6.7	6.7	7.6	8.7	11.2	12.3	16.6	17.1	18.5	20.6	19.7	15.8
Training for unemployed adults and those at risk	..	0.1	0.1	0.2	1.0	1.3	1.7	2.1	3.0	5.3	8.6	8.2	8.8	12.4	11.6	5.7
Training for employed adults	..	5.5	5.4	5.5	5.7	5.4	5.9	6.6	8.2	7.0	8.0	8.9	9.7	8.2	8.1	10.1
OECD average[b]	0.6					2.3					4.1			4.4		3.8

Source: *OECD database on labour market programmes.*

a) The OECD unweighted average covers the year in question and, subject to availability, data from the preceding or following year(s). Data excludes Czech Republic, Hungary, Iceland, Italy, Poland and Turkey.

b) The OECD unweighted average covers the year in question and, subject to availability, data from the preceding or following year(s). Data excludes Czech Republic, Hungary, Iceland, Italy, Japan, Luxembourg, Poland and Turkey.

New participants in labour market training programmes for adults

The increase in training expenditure needs to be examined in the context of a continuous increase in training participation of the adult labour force. In 1986, 5.6 per cent of the labour force were new participants in a training programme and in 2000, 15.8 per cent. Even though unemployment has declined since 1994, there has been a consistently high inflow of participants in training courses financed by public expenditure, mainly for unemployed adults and those at risk. Compared to the OECD average, in Denmark there is about four times more new participants in labour market training for adults. From 1999, for the first time in 15 years, a slight decrease has appeared in the inflow of participants. In 2000, a shift is noticeable in favour of employed adults, mainly in less expensive courses than the unemployed.[4]

Adult education: a Nordic tradition

Danish adult education is a long-standing tradition with many facets presented in detail in the Background Report (Danish Authorities, 2001, Section 1). Just a few of the main characteristics will be addressed here. One point is the emphasis Danish society gives to adult education. In terms of the situation of adult education in lifelong learning strategies, this strong commitment should help to define new roles and responsibilities.

Adult education was established in the 19th century based on the ideas developed by Grundtvig on liberal adult education. The folk high school movement was targeted at farmers to raise their national and cultural consciousness. It is based on oral traditions, Danish mother tongue and participation in day-to-day practical activities in addition to training. Folk high schools are residential and have been financially supported by the State since 1851.

As mentioned in the Background Report (Danish Authorities, 2001, p. 50), the residential folk high schools offer the possibility of a break up to nine months in a boarding school in a preserved environment. For a long time "they acted as a rallying point for persons finding themselves on the side lines of the labour market. The young, the elder, the unemployed and even university graduates used the folk high schools as a platform for personal development and meaningful gatherings". It has to be underlined that today, this popular form of education has a significant role in the society as a "cultural centre".

Residential folk high schools are free to determine their courses even if they do follow some rules in order to be financed by the Ministry of Education, e.g. the rule of teaching general subjects during 50 per cent of the time. Currently, residential folk high schools have fewer participants than in the past. Young adults are more attracted by training with certificates and unemployed people are no longer allowed to receive unemployment benefits while participating in a residential folk high school.

Of course, many other forms of education and training for adults have developed: the adult vocational training system (AMU); the General Adult Education Centres (VUC); Danish as a second language; the day folk high schools; and the special teaching for handicapped adults. More explanation on

4. Smaller numbers of unemployed were referred in 2000 to education and training courses mainly for two reasons. First, in 1999, activity ceilings were introduced, taking effect from 2000. Second, a reorganisation of the financing of education/training of the unemployed was introduced. From then on, financing of the education/training of those that were affected by an employability enhancement scheme was to be the responsibility of the public employment service (AF) or the local social authorities, as the case may be.

each can be found in Danish Authorities (2001). These various adult education options will be examined below.

Emphasis on individual, project-oriented, team and problem solving

The Grundtvig philosophy has deeply marked education, teaching and learning in Denmark. Some of the underlining principles have broad application in education and training in general. He developed the concept of "enlightenment" and was concerned with "what does it imply to be a person, a member of society and of the world?" (Korsgaard, 2000, p. 237). The connection between the individual, the nation and mankind forms the basic structure of his educational idea. As underlined by Korsgaard (p. 248), a strong emphasis is placed on the individual and his relationship with various collective dimensions (culture and society, mankind).

More generally, the adult education and training system is participant-centred, based on projects and on problem solving. It is part of the present intentions of the Ministries involved in the VEU-Reform to give an even bigger role to the relation between education processes and the working life of adults. As mentioned in Danish Authorities (2001) (p. 11), "learning processes are always the result of an interaction between the subject, the training environment, and the experiences brought into the process by the individual participant".

Individual needs, individual development, counselling, problem solving and practical matters as a base for practical as well as theoretical learning are concepts in the background of the pedagogy for adult education in general. It has to be underlined that research on adult learning is alive in Denmark (which is not the case in all countries) and has been reflected in the design of at least one of the present proposals concerning adult education (Preparatory Adult Education (FVU)) (see references in the Bibliography). Research on general qualification and on didactics has proven to be of great significance. Researchers have highlighted the role of motivation and of the connection between life and the working environment. It reinforced the role given in education and training for adults to the project work, teamwork, problem solving and multidisciplinary approaches.

2.2 Overview of the Reform of adult education and training (VEU-Reform)

2.2.1 Adult education and training structure prior to the VEU-Reform

The structure of the adult education and public training supply

The structure of public education and training (Figure 1) is composed of the adult education and continuing vocational training (represented in the three left columns) and of the basic education system, which represents the provision proposed by the Ministry of Education. Within adult education and continuing vocational training, most of the programmes depend on the Ministry of Education and AMU is under the authority of the Ministry of Labour.

For young people in initial education, basic education has a very simple and compact structure characterised by primary education for nine years: this includes the elementary and lower secondary levels. Pupils are in the *Grundskole* from 7 to 15 years old with a possible additional year (till 16 years old) (ISCED 1 and 2). The upper secondary level is then divided into vocational education and training, general, and vocational upper secondary education (ISCED 3).

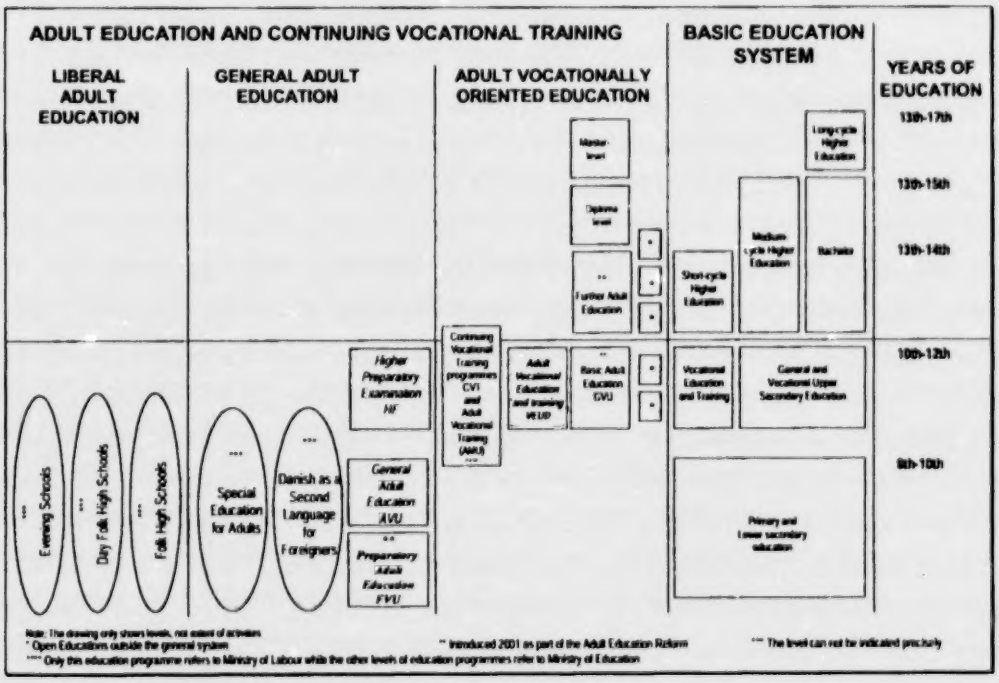
As noted in Box 1 and Figure 1, adult education is composed of three categories:

- Liberal adult education.
- General adult education.
- Adult vocationally-oriented.

Inside that structure, the horizontal line represents the "end of high school level": that level applies to both youth and adults. The structure presents education and training under public authorities (Education and Labour). It does not include either the private supply or enterprise training (in-company training). In terms of a lifelong learning perspective, it would be useful to have the full offer a Danish citizen could benefit from (in the enterprise and in private institutions as well as in the very broad and diversified offer presented by the public sector).

A detailed explanation of the structure can be found in Danish Authorities (2001). The following section will outline some major characteristics to better understand the VEU-Reform. Figure 1 shows the changes introduced by the VEU-Reform: the prior structure appears in coloured boxes and the changes due to the VEU-Reform are shown in white boxes.

Figure 1. The Danish Adult Education and Training System



The white boxes indicate the changes due to the VEU-Reform.
Source: Danish Authorities (2001), Figure 2.1

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Box 1. Major aspects of the adult education public provision before the VEU-Reform

Liberal adult education is composed of:

- *Residential Folk High Schools*: historically initiated by farmers and following Grundtvig principles. Teaching concerns general subjects, participants are well-qualified young people (after upper secondary level) who live together for 4 months in a residential setting. Participants pay a tuition fee (DKK 4 000 a month). Until recently (1995-96), unemployment benefits could be used to pay the tuition: this is no longer the case.

- *Evening Schools*: historically initiated by workers, these schools are characterised by open access, free recruitment of teachers and a participation fee. There are around 1 000 000 participants each year representing a budget of one billion DKK.

- *Day Folk High Schools*: it is a tool to stimulate the return to the labour market. Activities aim at improving the participants' possibilities in the education system as well as on the labour market. It acts as preparation to some part of general adult education (leading to examinations at the high school level). Around 10 000 full-year students are enrolled from which around 20 to 30 per cent actually do enter general adult education or higher preparatory examinations and sit formal examinations. The students are in their thirties or much older.

General adult education is composed of:

- *Special Education for Adults:* targeted at adults with different handicaps, including literacy problems. Around 600 participants a year are enrolled.

- *Danish as a Second Language for Foreigners*: a very active training programme that has a budget of around DKK 852 million. In principle, this training programme targets non-Danish citizens. Danish citizens may also participate against payment.

- *General Adult Education (AVU in VUC) and Higher Preparatory Examination (HF in VUC and elsewhere):* targeted at people with only primary education (9 years – see below). In the VUC, individuals prepare the lower secondary examination. For the HF, they prepare the upper secondary examination. The courses (single courses) used to be free but now there is a small tuition fee to pay for certain subjects: DKK 400 in general education and DKK 600 for the higher preparatory examination. For people under an employability enhancement scheme, the tuition fee is paid by the Labour Market Authority (AMS) (the public employment service or the local authority).

The Vocationally-Oriented Education is composed of:

- *VEUD*: is based on the principle of a short apprenticeship for adults (theory and practice in an enterprise) with theoretical courses in a state-subsidised vocational college or an AMU centre. Wage subsidies are available to help companies. During the last school year (1999-2000), 2 579 participants were enrolled.

- *AMU*: was created in the early 1960s under the authority of the Ministry of Labour, and aims to provide adult vocational education and training to support the growth of enterprises and to improve the working life of employees. There are more than 500 000 "participants-weeks" per year. AMU is a labour market tool. Training often lasts one day to 6 weeks, but may be of much longer duration.

- *Open Education*: covers several levels from below the upper secondary level to the Diploma level (high school plus 3 years) and the Master's level (high school plus 5 years). The "open" dimension means that the institutions have more flexibility to organise special adult education programmes organised on part-time basis, modules (single subjects) from the existing basic or adult education system, subject-specific courses (1 to 4 weeks) -- or short courses (1-8 weeks) on market terms. The link to the labour market is strong. These open programmes are very successful.

Participation in adult education and training by type of institution

From 1993 to 1996, participation in all categories of adult education and training (in student full-time equivalent) has increased by about 36 per cent (Table 5).

The two categories, General Adult Education and Vocationally-Oriented Education, represent around 80 per cent of total participation (40 per cent each). This highlights the importance of general education, such as Danish as a second language, and upgrading low education to the upper secondary level. In the vocationally-oriented education, AMU and the open education (the different levels) are most important in term of participants (full year students). VEUD is of considerably less importance.

Concerning enterprise training, one has to remember that these figures represent the education and training effort of the public sector. Of course, the public sector is open to employees but the importance of internal enterprise education and training (on-site training, on-the-job training) is not integrated here. This means that:

- The actual education and training opportunities for Danish citizens are undercounted (it is higher than what is presented here).
- At the level of the country, more education and training for adults is actually taking place, in particular, within enterprises. In a lifelong learning perspective, this education and training in the private sector should be integrated as it represents a part of the adult education and training available.

Table 5. Student full-time equivalent, 1993 and 1999

	1993	1999	1999 (per cent)
Liberal adult education	14 186	15 726	13.1
General adult education	38 281 (minimum)[a]	48 680	40.5
Vocationally-oriented education	35 305 (minimum)[a]	48 398	40.3
Others private	----------	7 200	5.9
Total	87 772	120 004	99.8

a) The number is a minimum as in the detailed table, all the categories of student full-time equivalent were not filled up.

Source: *Danish Authorities, 2001, Table 2.2.*

Certification

Certification modes follow the different categories of adult education and training. Certification can be of three kinds (Table 6):

- Certification is identical to - or indicates a level, which is comparable with - that in the Basic Education System for young people.[5]
- Certification is by "modules".[6]
- There is no certification, as in liberal adult education.

5. HF courses and certificates are identical for young and adults; but AVU courses constitute a special adult education programme for those of 18+ years of age: subjects are not necessarily identical with basic school subjects, contents and teaching are never identical, therefore certificates are never identical with school leaving certificates for young people, but in the words of the legislation, they "*give identical right of access to further education*".

6. "Modules" refer to: modules in AMU, single subject courses in AVU and HF, and subject modules in open education.

Table 6. Certification modes in adult education and training

Category of adult education and training	Certification modes
1. Liberal Adult Education	No certification: it does not lead to any lower or upper secondary school exams or certificates.
2. General Adult Education	- AVU prepares for lower secondary exams and certificates. - HF prepares for upper secondary exams and certificates.
3. Adult vocationally-oriented education	- In AMU, completion of modules is nationally recognised (certain modules can be recognised as part of a basic education diploma). - Open education prepares for exams and certificates as in the basic education system (all levels).
4. Basic Education system	- No certificate below the upper secondary level (unskilled workers). - Upper secondary level: general - *or* vocational (skilled workers). - Certificate at "plus 2 years". - Certificate at "plus 3 years". - Certificate at "plus 5 years" (Master's).

Source: *Review Team.*

While participation and access are usually well documented, certification at the end of the process is usually more difficult to precisely define, especially in quantitative terms. In fact, many policies focus on improving access to qualifications and competencies and do not measure the results in terms of the eventual increase in certification.

Obviously, it is not enough for adults to participate in an education and training programme to solve the issue of the continuous development of skills and competencies of the population. The newly acquired competencies also need to be recognised and certified. If there is a real "drop out" trend in adult education and training, something has to be found to solve the problem. If individuals can "do", they should be allowed to demonstrate it and to bring evidence in forms other than the traditional exam.

Table 7. Certification and completion by categories of adult education and training

Category	Certification	% of enrolees with a certificate	% of enrolees completing training without taking exam
Liberal Adult Education	Not relevant	-	-
General Adult Education	AVU	39.7	37.6
- in 1998–99	HF	51.2	10.3
Adult vocationally-oriented education	AMU	90.8	-
- in 1998	Open education at VET Colleges	33.4	30.0

Certification: participant passes the exam.
Completion: participant completes the training but did not take the exam.
Source: *Danish Authorities, 2001, p. 43.*

The figures in Table 7 concern certification and completion for certain types of education and training and can therefore not be compared. It shows that modules in AMU have a high rate of certification (at least above 90 per cent). The review team was told that these modules are "not very difficult to achieve" and, at the same time, they are "less valuable" on the labour market nowadays. Nevertheless, quality of curriculum is regarded as high and courses are subjected to a national system of control (OECD, 1996, p. 164). Attention has to be drawn to the fact that the certification rate of AVU, HF and open education is not as high. For AVU (lower secondary education) it is less than 40 per cent; for upper secondary (HF) it is one out of two adults; and, at college level, it varies from 25 per cent in 1996-97 to 33.4 per cent in 1997-98. The last column shows the percentage of enrolees completing the training but without taking the exam. The percentage can be similar to the percentage of those certificated. This certainly raises important issues:

- If a reform aims to improve educational levels of the population, its results should certainly be visible in the certification percentage. If not, completion could become "the way to sit in training and wait until it finishes" which is surely not the purpose.

- Is completion of training taken into account in collective bargaining agreements, in which case, if certification does not have more "meaning" or "value" (professionally and socially), why not suppress it?

Whatever the individual motivation is the certification also acts as a quality assurance mechanism for the institution (the ministry), the country, the labour market and the individual.

Denmark is a country where exceptional efforts have been made to open access to education and training for adults. Nevertheless, even if adults participate, it is clear that a "certification policy" has not followed the "access policy". Some problems need to be clarified such as the possibility to balance the large participation in education and training with a narrow certification (a "certified exit") and the reasons why many adults drop out before the certification procedure.

Most of the certificates that can be obtained are those linked to the basic education system.[7] The main reason is that the certification situation is in harmony with the four levels of the basic education system (five levels if you include *general* adult education at lower secondary level): (Adult General Education/Lower Secondary Education and) , Upper Secondary/VET (skilled worker), Upper Secondary +2, , Upper Secondary +3 and Upper Secondary +5. Without certification, the individual will not be recognised as a skilled worker. This raises a very important issue for adult education: the existence of other ways of certifying skills and competencies acquired by experience and non-formal learning (CEDEFOP, 2000)[8] than the traditional examination of the basic education system, with the same standards and level of requirements. In Denmark, adult learning and training which does not result in any certification and especially not in a certificate of the Ministry of Education is viewed as non-formal learning. It is largely covered by the "Grundtvig" tradition in liberal adult education where there are no certificates or diplomas delivered to learners.

The financing

A major characteristic of the financing organisation in Denmark is the so-called "taximeter": the government gives grants to cover the education and training costs of institutions. It links public support for specific institutions under the responsibilities of the Ministries of Education and/or Labour to the number of full-time equivalent students completing training. Appropriations automatically increase with the number of students completing courses (OECD, 2000a, p. 85). For the institutions of the Ministry of Education, it is applied by the year. For AMU, it is applied by the week. There are standardised taximeter rates fixed in the annual Budget for state-financed institutions (regional authorities decide on taximeter rates for VUC), differentiated according to specific categories of education programmes. As a principle, there should be varying user fees in Open Education in order to supplement the taximeter, intended to have an impact on the resulting structure of participants (no user payment in vocational education and training at VET level; in practice, level of user payment shows increase with advancing levels of education). The taximeter system was implemented step by step in the various parts of adult education and training (not only in the public domain), ending with AMU in 1995 and Day folk high schools in 1996. The system was revised in 1997. Box 2 summarises the main elements of the system (Danish Authorities, 2001, p. 22).

7. Identical or comparable levels, as the case may be.

8. CEDEFOP definitions (Glossary, 2000) *Formal learning*: learning that occurs within an organisation and structured context (formal education, in company training or others) and that is designed as learning. Formal learning may lead to a formal recognition (diploma, certificate).
Non-formal learning: learning which is embedded in planned activities that are not explicitly designated as learning but which contain an important learning element. As opposed to formal learning, non-formal learning encompasses what is sometimes described a semi-structured learning, that is learning embedded in environment containing learning components (i.e.; quality management); and accidental learning resulting from daily life situations (including at the workplace) and defined also as *informal learning*.

Box 2. The taximeter system

A taximeter system consists of:

- A public subsidiser.
- One or more public or private providers.
- One or more objective and controllable activity targets.
- One rate per unit for each activity.

Taximeter governed areas in adult education and training are:

- Open education (introduced in 1990).
- Vocational colleges (introduced in 1991).
- Further and higher education (introduced in 1994).
- Private independent boarding schools (introduced in 1994).
- AMU (introduced in 1995).
- Day folk high schools (introduced in 1996).

Source: Danish Authorities, 2001.

According to OECD (2000a p. 85 and Table 16), expenditure for adult education and training have increased strongly due both to the taximeter financing system and to free intake. The free intake and taximeter grants system were revised in 1999 and expenditure ceilings restored.

The generous demand-driven approach, adapted with free intake and launched in 1993, raised two issues. One is how to ensure efficient use of public resources and the flexibility of providers to adjust to changes in labour demand. The other concerns the incentive structure for users.

The 1998 Report on Taximeter Governance shows that the taximeter system with its different rates does not, due to the block grant principle, fully effect the allocation of resources to education programmes. At the institutional level, as the survey indicates, the taximeter rates cannot be regarded as, at least in the short run, fully effective, if they are used as a tool for steering resource allocation of programmes as well as for determining the level of activity. However, the system appears to be useful in terms of transferring money from the centre to the respective programmes of the institutions.

The user payment

The user payment was introduced in open education and residential folk high schools. It did not seem to limit the development of open education, while it probably restrains the residential folk high schools (Table 2.2. in Danish Authorities, 2001). In 1998 it was completely abandoned by the AMU system. In 2000, it was introduced in certain subjects in AVU and HF single subject courses at VUC.

As a provisional conclusion

The adult education and training policy is articulated around the "skill level", that is to the level of the end of upper secondary education or, the ISCED level 3. Level 3, or "skilled workers", is the major target for initial education (young people) and, in general, for most of the labour force. This means that the standard form of the basic education system (initial education, Ministry of Education) is applied to the entire education and training system. This may raise some questions concerning the diversity of certification and the development of prior learning assessment. We only have information on the situation

before the VEU-Reform, at the time of our November 2000 visit, when the Reform had not yet been implemented.

The system is well diversified and is taking care of all the possible needs of adults. It probably loses some coherence as it tries to deal with all the particular requirements of adults and, in addition, to achieve it with a variety of pedagogical approaches so that everybody and anybody can find their "perfect way". Guidance is extremely developed and complex (Box 7). A general need to strengthen the coherence of the system underlies the VEU-Reform.

2.2.2 Main directions of the VEU-Reform

Aims and objectives

In May 2000, the Danish Parliament (*Folketing*) adopted a series of initiatives on adult education and training known as the "VEU-Reform". It came into force in January 2001. The VEU-Reform aims to tie into a single, coherent and transparent adult education system the various categories and their diverse sub-parts. The Ministry of Education and the Ministry of Labour presented the proposal for the VEU-Reform.[9] The principles and objectives are presented in Box 3.

Box 3. Principles and objectives of the VEU-Reform

The underlying principles are:

- A need for simplification and coherence.
- A better allocation of resources and meeting the demands of the knowledge society.

Therefore, there are three main objectives:

- Objective 1: To improve opportunities for the adults with the lowest levels of education.
- Objective 2: To provide relevant education to adults at all levels (from the low skilled to university graduates).
- Objective 3: To achieve a more efficient use of resources.

As a matter of general philosophy, Danish society considers that public authorities have the overall responsibility for ensuring the relevant supply of adult education and training for all. It is not only understood that the State has a particular responsibility to make sure every citizen can access any kind of education and training; it also encompasses the responsibility of carrying out the actual provision of the education and training for all. Therefore, the VEU-Reform proposes a new framework for adult education as presented in Figure 1.

In line with the three objectives, it must be noted that:

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9. Since the beginning of the 1990s, government policies paid a lot of attention to education and training issues and several initiatives were taken as the "New course Strategy" (in 1994); "Denmark as a pioneer country" (1995), the "10-item plan for recurrent education" (1995) and the "New system of financing of employment service" (1999). In 1996, a Green Paper launched the idea to propose a tailor course offer for adults and insist on giving credit for the work and life experience. These various pieces of initiatives and in particular, the Green Paper, are at the origin of the New Adult Education System proposed through the present Reform (for more details on these developments, see Danish Authorities, 2001, pp. 21-25).

- The effort directed to enhance education and training opportunities for the low skilled by adding the Preparatory Adult Education (FVU) is a core element of the VEU-Reform. GVU is another core element in the Reform targeting the same group, with the same objective. So is, on the whole, targeting to a greater extent than before public financing including allowances towards groups that did not get a formally qualifying education and training in their youth.

- The additional education and training Basic Adult Education (GVU) and the Further Adult Education offers new possibilities for adults to have formal recognition of relevant knowledge and qualifications acquired, regardless of where it was acquired. An important goal of the VEU-Reform is to create a coherent system of recognition for a large part of training supervised by the Ministry for Labour.

- A more efficient use of public money for education and training is central. In 1998, the Danish government spent 12.7 billion DKK on education and training. A better use of resources aims at restructuring the Committees and Councils in charge, to better use life and work experiences in educational and training programmes and their certification.[10]

Two educational objectives

Objective 1 and Objective 2 of the VEU-Reform focus on the two major categories of adult education and training policy: general adult education; and adult vocationally-oriented education (white boxes in Figure 1).

Objective 1 aims to improve adult general education by adding FVU. It will target the adult population (1 million) with insufficient literacy skills to face the knowledge society, according to the OECD definition. It is open to all people above 18 years old and should take place at the daily workplace rather than in educational institutions.

Objective 2 aims to improve adult vocationally-oriented education by adding GVU, and further adult education:

- GVU is established for adults (at least 25 years old) in order to achieve the same certificate as young people in initial vocational education and training and thus enable them to reach a "skilled level" (end of vocationally-oriented upper secondary education). Compared to initial education and training for young people, GVU proposes the same programmes (same standards, same certification), but it is shorter and organised in a more flexible way. In contrast to VEUD, an apprenticeship contract with an employer is not needed. Relevant

10. Terms of reference for shaping, as part of the VEU Reform, the system of financing the basic level – the one that the two ministries have a shared responsibility for and the Ministry of Finance monitors – dealt with the financing of state funded education and training only. But the division of responsibilities between the state and the enterprises is an important rationale. One important goal of the VEU-Reform as far as the financing of the basic education/training level is concerned, is to target public funding towards achieving formally recognised competencies especially for the low educated. The capacity of the institutions should also, however, be made available on market terms to enterprises demanding more specific enterprise-oriented training, as well as to the public employment service and the local (social) authorities who were, since 2000, to pay for the unemployed. As such, the incentives to demand education and training on market terms without public support should be increased, stressing the responsibility of the enterprises to finance in-house training. As part of this process, the state withdrew its funding of tailor-made courses in AMU so that they were to be the responsibility of the companies from then on.

knowledge and qualifications acquired at the workplace will qualify as part of the entrance requirements to short-term adult education programmes. The participants' prior workplace experience as well as participation in formal learning will be taken into account. As work experience will be recognised, practical work will not exceed one month.

- Further adult education (the first level, VVU, being new) creates a coherent structure for adults, offering further education possibilities from each level in the basic education system. Further adult education will ensure education and training above the skilled level. With an additional two years of relevant working experience as part of the entrance requirements and as a rationale for offering much shorter study programmes, it will offer gradual development of qualifications for each individual. Further adult education corresponds to the short cycle higher education (2 years). It can lead to a diploma (medium higher education 3 years) and to the Master's level (5 years). [11]

A Structural objective

Objective 3 concerns overall adult education and continuing vocational training. It aims for a more efficient use of financial and managerial resources. It should improve the co-ordination between ministries. As a general principle, all the new structures include the social partners.

There are two Councils and one new institution for financing to improve the co-ordination of structures, defined as:

- The *Adult Education Council*, at the basic level, is an inter-ministerial council under the Ministry of Education. The Council advises the Minister of Education, the Minister for Labour and the Minister for Trade and Industry in matters concerning the needs in the field of adult education and continuing training. The Council offers guidance to the Minister of Education (for open education and state educational support) and to both the Minister of Education and the Minister of Labour (interaction between state education support and special allowances related to various schemes).

- The *Council for General Adult Education* at basic level is in charge of the relation between FVU, AVU and other education provisions within the General Adult Education except HF.[12] This Council will report to the Minister of Education.

- The *Labour Market Institution for Financing of Education and Training* (AUF) was created with the social partners as members. Up to the skilled level, the social partners will be responsible for the allocation of funds through their membership on the Board. They will be able to make recommendations to the two Ministers, e.g. concerning the total need of education and training up to the skilled level. The Board will also have to take a position on the issue of how enterprises will fund public education and training provision oriented towards their specific needs. The AUF board will consider means and offers support to adult training activities in SMEs, including educational planning (HRM).

The VEU-Reform also mentioned the need for co-ordination between AMU and GVU. The Reform does not add councils or committees in charge of this: the education council for the continuing

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11. These levels correspond to the European Credit Transfer System (ECTS).

12. The General Adult Education applies to adults with the lowest level of education (see Figure 1).

vocational training courses under the Ministry of Labour is kept in operation, and so is the Council for Vocational Education, which also deals with GVU as well as VET. Its field of responsibility is the overall counselling on the development of continuing vocational training (AMU). Concerning AMU, the number of continuing vocational training committees will be reduced (from about 50 to 12). In addition, a catalogue of skills acquired in AMU that are transferable to the GVU has been set up to prepare the Reform.

In order to improve funding mechanisms, the VEU-Reform touches upon several aspects of the funding mechanisms: they concern the State and the institutions; the tax system; the roles of AUF; and particular support for SMEs.

With the VEU-Reform, the "taximeter" system is harmonised between AMU and VET. The general objective is to set-up and implement priorities more rapidly. Therefore, the harmonisation of the rates should improve visibility and transparency. In addition, to target AMU supply towards formally qualifying training programmes, the part of the offer that consisted of tailor-made course will be "commercially based": the customer (i.e. the enterprise) will cover the full cost of training. In line with Objective 3 of the VEU-Reform (to achieve a more efficient use of resources), a general goal is to orient public funding towards achieving (formally) recognised competencies especially for adults with a low level of education.

For certain employers, the VEU-Reform is introducing changes in the tax system, e.g. part of the costs for basic and further education will be exempted from taxation.

The VEU-Reform defines the roles of AUF in financial matters. Up to the skilled level (and for certain AMU courses above skilled level), it is a public task to support further educational activities for individuals (Danish Authorities, 2001, p. 30). Nevertheless, the VEU-Reform proposes that AUF intervene in the financing up to the skilled level. A state allowance can be obtained [VEU allowance (*VEU-godtgoerelse*)]. AUF will also have to consider means for supporting adult training activities in SMEs. For general adult education, the state educational support for adults (SVU) can be obtained. Above the skilled level, public support is complemented by user payment. There are also relatively small user payment fees for certain subjects in AVU and HF. For adults who finish an entire HF examination in an adult education centre (VUC), the user payment for certain subjects will be refunded by the VUC (max. DKK 600 per subject).

In parallel to the VEU-Reform of adult education, the Act on Liberal Adult Education passed in May 2000 aims to help the institutions of that category to better define themselves and to assess their work. The Act specifies the allocation of financial support. As this form of education belongs to the adult education and training structure in Denmark, this act is important as it sets the direction for future development, which could bring their general contribution to the aims of the VEU-Reform of adult education by clarifying roles and missions.

3. ORGANISING THEMES

3.1 Theme 1: How are different actors addressing ways to improve incentives and motivation for adults to learn?

3.1.1 Current stage

According to Table 8, the pattern of participation in adult education and training shows the following general characteristics:

- Women receive more training than men, especially among the employed.
- By age groups, the 25-34 year-olds and the 35-44 year-olds receive more training. For the employed, the 35-44 year-olds benefit from more training than other age groups.
- The more educated (post secondary) receive more training than those with less than upper secondary.
- Finally, adults born in the country receive more training than those born abroad.

Table 8. Participation in learning of 25-64 year-olds according to the type of training, the job status and gender, age, educational attainments, place of birth. 1997-98 (Percentages)

	All types of training		Job-related training	
	All	Employed	All	Employed
All	56.2	60.7	48.7	54.6
By gender				
Male	53.7	56.9	48.1	52.2
Female	58.8	65.5	49.3	57.5
By age				
25-34	64.0	62.0	58.2	57.3
35-44	63.2	64.5	57.8	59.3
45-64	48.0	57.4	38.3	49.8
By educational attainment				
Less than upper secondary	36.4	41.1	29.1	35.6
Upper secondary	54.9	57.5	46.4	50.7
Post secondary	75.6	77.7	69.2	72.2
By place of birth				
Denmark	56.3	60.9	48.8	54.8
Abroad	50.5	50.8	42.1	43.5

Source: *IALS (prepared by authors).*

3.1.2 Incentives and barriers

The economic situation of Denmark has dramatically improved in recent years, with unemployment declining since 1994. This explains the decrease in education and training participation (Danish Authorities, 2001, Table 2.2), except in Danish as a second language and some open education. At

the same time, the inflow of unemployed and employed adults at risk in AMU training programmes continues to be high. One challenge for AMU is to have a good balance of general courses leading to "formal, or otherwise recognised, competencies" fully or partly financed by public funds[13] and more tailored-made courses financed by enterprises. AMU is currently facing difficulties to fill in general courses. A second challenge for AMU is to convince enterprises to invest in their specific training. Box 4 gives an overview of AMU activities, challenges and opportunities.

Box 4. AMU facing new challenges and opportunities

AMU is, by means of its over 150 providers (AMU centres, VET colleges and other providers) a main provider of vocational training for adults strongly related to the labour market. AMU being under the responsibility of the Ministry of Labour, and particularly the AMU centres being institutions under the Ministry of Labour, there are close ties with the Employment Service System (AF) and its local agencies all over the country. The AMU programmes provide training specifically designed and targeted to maintain and improve vocational skills in accordance with the needs and background of enterprises, the labour market and individuals. It also aims to solve restructuring and adaptation problems within the labour market in the short-term and to contribute to a general lift in qualifications in the longer-term.

The operation of AMU provision is based on approval of training plans developed by the Continuing Vocational Training Committees and on approval of AMU centres and other providers to offer training according to the training plans to meet the need of the labour market and the companies. AMU centres have a very broad range of training offers (i.e. in terms of industry/occupation and in terms of length) for the employed and unemployed. It represents an important labour market policy tool.

AMU centres aim to respond better to the training demands of firms and to develop special "tailor-made" offers for particular enterprises in need. One way in which AMU tries to find new forms of co-operation with enterprises is through the project called "Integrated Delivery of CVT". The connection between the individual participant's learning and his or her working life during the whole process of learning also entails a strong interplay between AMU Centres and the enterprise as the paying customer. Emphasis is placed on coherence from the very beginning of contact until the employees return to the workplace. AMU providers support enterprises to adapt to changes in their market environment: it helps in organisation and human resource development; and in combining AMU training with direct support for in-house training.

Another strand in the new labour market environment is vocational training in the New Economy. The IT Action Plan 2000 is a new "product line" of AMU for skilled workers comprising IT-professional skills as well as IT-cultural-techniques.

Training the unemployed is also an important task for the AMU system as a whole. Although the share of participants in all adult learning who are unemployed is less than one third, it still tends to be a little more than one third within the AMU. As the labour market becomes tighter, there is a need to concentrate measures on the long-term unemployed, to qualify them for demanded skills and competencies.

Therefore, the AMU centres develop assessment, personal development and education plans. Education and training is now part of the personal-action-plan strategy and PES services are much involved. The range of programme possibilities for the unemployed has widened (normal education in classes together with employed people or programmes especially planned for the long-term unemployed).

To make AMU a more integrated part of the entire adult education and training system, some AMU training will be part of education in professional skills and so ensure that acquired competencies are recognised. It now is possible for individuals to participate subsequently in another system, building on qualifications obtained in AMU training. An integrative effect will furthermore be reached by harmonising the principles of taximeter funding. As far as financing is concerned, the VEU-Reform is geared to secure a so-called "free intake" of persons with low educational attainment into AMU courses that allows credit transfer into vocational education and training programmes.

13. Financing sources for training leading to "formal, or otherwise recognised, competencies" differ: by AMS for the employed and by the PES (AF) or the local social authorities for the unemployed. The reorganisation of the financing for the unemployed is rather recent and may explain the current decrease in the participation of the unemployed in AMU general courses.

Incentives

In general, there are very good facilities offered to individuals following education and/or training, e.g. day care for children. No general problems of transportation, support services or similar have been mentioned and careful attention is given to these incentives.

In terms of financial incentives, an improvement of tax regulations was attached to the VEU Reform. This is interesting even if it is too early to evaluate it. For the employer, the exemption of taxation for certain costs relate to all kinds of training: not only continuing, but also basic and further adult education and training.

Important co-operation is taking place at the local level between enterprises, education and training institutions, and the various committees in charge of labour issues. This co-operation should be pursued, as it is very important for motivation purposes as well as for defining the right standards of training that better fit local needs.

In terms of action inside the education system, the development of modules is certainly a positive step to improve adult participation [see for example, Box 5 on adult education open university (more general information is available in the Background Report, p. 49)]. Training offers will more accurately fit the needs of adults: it is more flexible and experience and non-formal learning could be taken into consideration for a potential certification. These elements increase the flexibility of the education system.

Box 5. Adult Open Education at the University of Århus

The programme consists of three years part time study of one module a year. Classes typically include 40 to 50 students and two to four faculties would be responsible. The student group remains the same for the three years.

Study includes intensive seminars, individual reading (preparing the seminars) and project group work. Each group is supervised by a faculty. During the project group work, communication takes different forms depending on geographical and other practical aspects. This work terminates in a collective thesis called a "project report" intended to be an academic account of the work. Examinations take place at the end of each module based on the project report and referring to the general content of the module. The examination is a collective discussion with external examiners and grading is individual.

Source: *Head of Office, University of Århus. Review Team Meeting (10 November 2000)*

Some steps of recognition of non-formal learning are introduced in the VEU-Reform. It acknowledges that learning takes place outside formal education and training settings. At both GVU level and the advanced levels of further education, 2 years of relevant work experience is part of the entrance requirements, but the concept of recognition of non-formal learning is implemented in two different models at the two types of levels. In the GVU, formal as well as non-formal learning including the entrance requirements is subject to assessment and recognition as part of the desired VET education/training programme, thereby considerably reducing the length of the education/training programme. The residual education/training programme is defined in an individual GVU "training/study plan", containing practical training on a limited scale (max. ca. one month). At the advanced levels in the adult education system, however, relevant work experience cannot be recognised as part of the education programme, thereby reducing the individual education programme. Instead, the education programme is in general organised in compact education programmes, where the content and teaching methods are based to a high degree on the life and work experience of the adults. In addition, there is a trend to enhance co-operation between education and training public offers and the requirements of enterprises.

The assessment and certification of non-formal learning and the development of prior learning assessment and recognition (PLAR), as one of its elements, would certainly help to:

- Recognise the crucial role of enterprises in the development of learning possibilities for adults.

- Raise the level of skills and competencies of low qualified workers.

- Raise the level of involvement of very small enterprises where non-formal learning is high and participation in formal education and training activities low.

- Maintain the participation of older and more experienced workers in activities that keep up with changes and the need for the constant updating of skills and qualifications.

The VEU-Reform confirms a demand-driven system able to cope with underprivileged groups as well as with the needs of enterprises. AMU has somewhat of a monopoly on vocational training courses for adult workers. As far as workplace-based or work-related learning is concerned, particular attention should be paid in the coming decade to those aged over 35 years. Demographic trends will increase the strategic importance of older employees. Currently, participation in continuing education and training falls off sharply for older workers, most especially for the less qualified and those in low skilled jobs. The role of the enterprise as a "learning place and environment" should be carefully explored, especially for those "working poor" with low-skilled, low-wage jobs and with few prospects for advancement. They need to develop additional skills, or switch occupations, if they are to escape low-wage traps. They are usually not able to do that by education and training courses or programmes alone: non-formal learning and certification could be a way out for them.

In the VEU-Reform, the conditions under which the individual has the right to a credit transfer, e.g. of AMU courses, and other methods of assessment and recognition in GVU are explained. The conditions are based on recognition of both practical and theoretical competencies ("relevant" work experience and theoretical qualifications). The school makes the "individual competencies' assessment" of both practical and theoretical competences according to school based criteria (criteria pertaining to the competence objectives of courses or practical training in the corresponding VET programme laid down in central regulations or annexes to regulations):

One can ask what in non-formal learning (workplace and elsewhere) is assessed. The education institutions look for a homogeneity of knowledge (acquired or to be acquired) and control it in assessments or examinations. The assessment and recognition of the non-formal learning or competencies acquired in the workplace (or elsewhere) -- learning from experience -- is by nature heterogeneous. Therefore, the recognition is more complex. While the aim is to assess and recognise experience, the aim can be to recognise it with its heterogeneity or, it can be to extrapolate "in what ways" that experience "is relevant for a particular education/training programme" or a piece of it. This last option offers a way to "reduce" the heterogeneity to a "manageable homogeneity"(manageable for the training programme). It does not fully recognise what an individual does in his/her job. The VEU-Reform does not explain how to reach learning in the workplace and more generally, non-formal learning. These issues are crucial for the adult education and training system as well as for the labour market and the economy.

Barriers

The main reasons for non-participation in education and training activities are lack of motivation and lack of time: the recognition of non-formal learning could bring a positive contribution to these issues. The learning taking place would be (or could be) assessed and certified and there would be no need to "take time" to participate in an education and/or training programme.

Local co-operation could probably be simplified in terms of the large number of committees involved. In that respect, the VEU-Reform has reduced the Continuing Vocational Training Committees in AMU (from 50 to 12). Local co-operation within the framework of simplifying structures and regrouping training providers (AMU centres) and/or training facilities of enterprises, would help to keep the diversity of the education and training offer at the right level while limiting costs.

Finally, in a country relying a great deal on the involvement of the social partners, the present Reform leaves an uneasy feeling: formally involved in the new Councils, what is the extent of the social partners decision-making power concerning resources, including the financial one? Public authorities are calling on the social partners, mainly employers, to add funds to the public resources managed by these Councils. Nevertheless, this goes without any recognition of in-house training that enterprises do provide to their employees without participation of the public sector.

3.1.3 Strengths and challenges -- General adult education: coherence and the "repair system"[14]

The adult education and training system has some strengths, but also faces challenges often broader than dealing with strict adult issues. The general coherence of education, training and learning or the issues raised by the "repair system" are examples. Lifelong learning prospects concern the 5.3 million citizens living in Denmark and the involvement of all actors is required to face that challenge. Internal training provided by employers should not be ignored by the adult education and training public structure. Besides funds, enterprise training can provide either certification or quality, or both. Answers to these questions would certainly be of benefit to the expertise of the largest education and training provider in Denmark, namely, the public sector. However, this does not mean that enterprise training should be reviewed only under the public sector quality-criteria.

In the VEU-Reform, FVU is certainly one of the most promising pieces. It will deal with the concrete issue of lower educated individuals and it could, in a coherent way, take them up to the end of the lower secondary level. This proposal constitutes a straightforward answer to crucial issues revealed by several analyses as mentioned in the Background Report (Danish Authorities, 2001).

The issue of adults with lower qualifications needs to be addressed in relation to the responsibilities of the State: what exactly are public authorities responsible for in the light of a lifelong learning perspective? As stated in the Background Report, the responsibility to bring most of the young generation to the skilled level (end of upper secondary) mainly falls on the Ministry of Education (Danish Authorities, 2001). For adults lacking the proper qualifications to the skilled level, responsibility could probably be shared more simply between the two ministries (Education and Labour). Some of the reasons include that the social partners and others actors play an important role in the "learning", and in the variety of learning possibilities for adults.

In that respect, recognition of prior learning is certainly a first step, and that is included in the VEU-Reform. It will surely not be enough, as the small increase in adult certification indicates (Danish Authorities, 2001 p. 42). Non-formal learning may well have to go hand in hand with other forms of certification rather than with the traditional diploma. This remains to be seen when the VEU-Reform develops.

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14. "Repair system": term used by local actors and researchers during the visit of the Review Team. It considers that large aspects (a system) of adult education and training "repair" (or "fix") problems that originate or find their roots in initial education (Basic Education System, Figure 1). While this concept or vocabulary is not used by ministries, it appeared with enough consistency in the meetings to be considered by the Review Team.

In the VEU-Reform, the rationale of the FVU is clear and justified. At the same time, decisions should be taken to reduce the need for the "repair system" and enable the Danish society to concentrate on moving its citizens from the lower to the upper secondary level. Adult education, training and learning would be positively enhanced and allow counselling and guidance for the young and adults to be straightforward.

3.1.4 Recommendations

To better integrate education, training and learning at the workplace and in non-formal settings. The implementation of the VEU-Reform could start by more clearly defining the position given to internal training in enterprises. The need for more investment in human resources is admitted (European Commission (EC), 2000). Investing in human resources is, therefore, a question of enabling people to manage their own "time-life portfolios" and making a wider range of learning outcomes more visible for all.

To shift the consensual culture from managing resources to sharing responsibilities in education, training and learning opportunities. This recommendation concerns financing, defining standards and certification procedures. Sharing responsibilities between the stakeholders can take many forms. One is to ask the social partners to "pay" for the public education and training on offer. Another is to include the existing private supply into the adult education and training structure. There are other ways to share responsibilities: one could imagine that, with lifelong learning, responsibilities could be based on full co-operation of the public-private sectors.

Sharing responsibilities to define new roles for the liberal adult education system. Denmark, as in other Nordic countries, has a long-standing tradition of liberal adult education. In the framework of adult education and training, it could be better highlighted as a "category" valuing learning, dealing with requirements for basic skills and pursuing the development of "being a citizen in the changing world, Europe and Denmark". Some, at risk of exclusion and non-job-ready, need to be reached with more targeted incentives: liberal adult education seems to master the capacity to innovate in these respects. More targeted incentives could focus on:

- The more disadvantaged: a cluster of different tools could be proposed as priority to get grants; contacts established through the day folk high schools or other second chance schools; and increased responsibility for the social partners to intervene in favour of these groups.

- Immigrants: after completing programmes such as "Danish as a second language for immigrants", they should have priority access to some liberal adult education programmes favouring cultural and social inclusion.

To extend a tax refund policy to promote the recognition of formal and non-formal learning. It would be worthwhile to examine what if anything could be extended to the new FVU and GVU to encourage more developments for assessment of non-formal learning.

3.2 Theme 2: Promoting an integrated approach to the provision of, and participation in, adult learning

3.2.1 Current stage

Participation in adult learning generally refers to participation in formal learning. In fact, participation in non-formal learning, as defined by CEDEFOP, becomes a non-issue as people are seen as learning all the time. In that case, the issue becomes the outcome of learning and its recognition (Bjornavold, 2000). An inclusive-learning society should be encouraged more; it should not be limited to conforming to existing arrangements (Gorard *et al.*, 1998). Theme 2 focuses on participation in formal learning. In the recommendations, some remarks will be presented to link the issue with the development of non-formal learning.

How can the supply of education and training be provided to encourage more adults to participate in learning? Here, two aspects will be examined: How well adapted to labour market requirements is the education and training on offer; and how flexible is it?

These issues are addressed as follows:

- For counselling and guidance: Are counselling and guidance needed in an integrated system like in Denmark? Are there enough pathways? Too many? Are they clearly differentiated?
- For partnerships: Have partnerships been an important and new method of linking different institutions and programmes? How would partnerships differ from the more traditional "tri-partite" approach in Denmark?
- For co-ordination of education and training providers, of councils, of guidance and education: How much is there a need for simplification and at the same time a need for co-ordination? Can co-ordination improve transparency as much as simplification would?

3.2.2 Incentives and barriers

Incentives and barriers are examined along the following dimensions: the adaptation of the education and training offer to adults and the flexibility of the education and training supply.

Towards a better adapted education and training offer to suit adult needs

In the VEU-Reform, several aspects are expected to make the supply better adapted to adult needs. First, there is the new financial regulation for a *"commercial based"* training offer, and new financial regulations. It is to be fully financed by the enterprises, whereas the state funding of the AMU supply will be targeted at generally qualifying training programmes. Presently, it is too early to look at effects. Both the development of the commercial bases and the increase in funding of public supply by employers should certainly be part of the evaluation criteria to follow the VEU-Reform.

The *merge of education and training institutions* is another incentive included in the VEU-Reform (as it strengthened school cooperation at local level *including* dismantling barriers to optional local school mergers). This should enable more diversified answers to be provided to particular needs of enterprises and individuals. The impact of the merge on the education and training supply should be assessed in the further evaluation of the VEU-Reform. Several aspects should be examined: the financial

impact; the increase in the education and training supply and its coverage; qualitative changes in supply; and the impact for different types of teachers.

Thirdly, the *simplification of the Council and Committee* structure should clarify the relationships with the social partners and improve the links of the education and training supply with the requirements of the labour market. During the meeting of the review team with the Minister, the Minister referred to the "one house strategy" which needs to be implemented. The principle is that the various Councils aim to cover the entire territory in order to build up a strong advisory structure to the Minister. In a second step, changes could be proposed if needed to ensure the coherence and simplicity of the structure represented by these Councils.

Simplicity of the Councils structure also includes a move towards more regionalisation. The Regional Labour Council of Århus provided an excellent example of the results of that level of co-ordination (Box 6).[15]

Box 6. Regional Labour Council of Århus County

The Public Employment Service (PES) – divided in 14 regions – is under the responsibility of AMS. It is based on the Act on active labour market policy, and its general functions are to offer services to persons seeking work or education/training. It also serves enterprises. According to Danish tradition, the National Labour Market Council, 14 Regional Labour Market Councils, the social partners as well as counties and municipalities are members. Labour Market Councils play an overall decisive role in determining local labour market policy and controlling the budget.

Under current labour market circumstances, the main objectives are to fight bottlenecks, to raise the level of education among the unemployed, and to combat long-term unemployment. The PES played an important role in implementing a new strategy of shifting the focus from offering any form of employment for the unemployed to providing qualifications according to labour market needs.

The activation strategy as the new paradigm – also laid down in the European Union National Action Plan for Employment – comprises a wide range of activities. One of the most important is training, and therefore the PES is a major player in adult education and continuing vocational training.

The structure of regional demand for labour is monitored. Twice a year, special reports on qualification needs are drawn up. The PES service is free to use all sorts of education/training providers, most of them public (private mainly for IT qualifications).

In Århus County, few courses serve directly to ameliorate bottlenecks (e.g. in the metal and construction industry) because of effective measures of prevention, and some firms try channels other than those provided by the PES. The main problem concerns disadvantaged groups, which are difficult to place even in a tight labour market. Individual action plans are designed and the concept of the "Educational Staircase" is used as an important tool to offer people who need better qualification appropriate help.

A more flexible education and training offer for adults

Here too, several aspects of the supply are at the core of the VEU-Reform. First, the organisation of education and training by *modules* (e.g. single subject courses) exists, but is not yet systematic enough.[16]

15. Regionalisation makes sense when regional authorities have a statutory responsibility in the matter, or when central authorities encourage schools to cooperate on provision of education etc. Ministries have established as part of the VEU reform regional FVU councils under the auspices of the responsible regional authorities, and those regional FVU councils report to the central Council on General Education at the Basic Level. There is also a regional council structure on the provision of AVU and HF at the VUC centres.

16. It is omnipresent in adult education and training (but not in the basic education system) – in fact it is a statutory right according to the act on open education for individual adults to have education programmes

This is an aim in the entire adult education and training system, also at tertiary level. It provides an easier way to ensure the link of that offer with the basic education system, an aspect important for adults interested in achieving a formal certification. The co-existence of several parallel "structures" [General Adult Education and Adult Vocationally-Oriented Education next to the Basic Education System (initial education) -- Figure 1] should be looked upon carefully. Barriers are easy to create in a complex structure and flexibility could be easily lost.

The AMU short courses can already be taken into account as "building blocks" for credit transfer into a basic education system (initial vocational education and training) – to which is now added inclusion in basic adult education (GVU), which is a major goal of the VEU-reform. Here too, modules can be a strong incentive: one should not make it too complex and run the risk of discouraging adults from participation. International lessons from adult training and retraining show that courses followed tend to be short and this should be respected. Therefore, the issue is to consider having certified courses leading to a diploma on completion, without the heavy regulations that create barriers for providing and following a certified short course.

Second, the "*individual training/study plan*" is an important tool to help individuals, enterprises and education and training institutions. It indicates the residual education program (after stating the competencies recognised on the basis of relevant workplace learning, courses etc.), giving the individual a legal right to follow the courses indicated in order to qualify for the specific GVU (VET) programme at this or any other VET college or AMU centre that is approved to offer courses indicated in the individual training plan. Such a right lasts 6 years. This evolution in the GVU surely calls for the development of information and guidance (Box 7). Nevertheless, it is desirable that there is no conflict between an individual GVU study/training plan and an eventual "action plan" done while the person is unemployed. Access of the unemployed to GVU depends on whether the unemployed person has an agreement with the Public Employment Service on taking part in individual competence assessment and preparation of an individual study/training plan, because the PES is financing this activity as well as the subsequent study/training programme. In practice, the school and the PES cooperate on the participation of the unemployed; the PES must make up an action plan based on the fact that it is the school that is responsible for making up the individual GVU study/training plan according to the requirements of the educational legislation framework. This addition of measures to help adults may end up creating barriers and making the system very heavy and particularly unclear. Once more, co-ordination is important in order to get the full benefit of these incentives.

Guidance and counselling systems would benefit from a closer examination, in order to bring them in line with lifelong learning expectations[17]. Fragmentation is to be avoided especially for adults with little time and low qualifications. Moreover, counselling and guidance should not be limited to information and advice concerning pathways in the basic education system, or requirements for education and training. It should also emphasise employment strategies and career development for adults.

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offered in "single courses" (= modules), however the modules vary in size, and this is being worked on more systematically.

17. See the OECD activity on policies for information, guidance and counselling services launched by the Education Committee.

Box 7. Information and Guidance. An important tool for the efficient use of education and training

The objective of information and guidance in a knowledge-based society is to ensure that everyone can easily access good quality information and advice about learning opportunities throughout the country and throughout their lives.

The highly diversified education and training system in Denmark is accompanied by a rather complex and somewhat fragmented guidance system. It consists of more than 20 different sections: some for young people up to the age of 19 (under the responsibility of the Ministry of Education), and others for adults (under the responsibility of the Ministry of Education as well as the Ministry of Labour and the Ministry of Social Affairs). Most of these services are institutionally linked to the main public providers of education and training (VUC, Technical and Business Schools, AMU, PES etc.). Such a diversified offer provides information on, and links a number of specialised training institutions.

However, this diverse system needs a structure to ensure that users are able to access all the information they need in order to make informed decisions concerning their career, information which is crucial for the whole working life of an individual. Therefore, it is necessary that individuals requiring career-guidance are informed about the guidance services they really need and can be directed to them. The Danish guidance system is co-ordinated to ensure this happens.

The effective co-ordination of all the different guidance services – on all levels – and the full and consistent use of all the different guidance services remain a priority for the future.

An incentive for well adapted counselling and guidance is that the teachers are the counsellors. They are not an "especial body" functioning in parallel to education and training institutions. Therefore, customer tailored-made counselling is possible. The barriers exist in co-ordination as well as in the repetition of counselling and guidance practices. To follow counselling and guidance, an adult may be sent to a particular course called competence "clarification" in AMU (and in GVU). At the beginning of the course, more counselling and guidance takes place. Of course, the two processes can differ: one gives broad advice on what training would be needed while the other is of a more pedagogical nature to ensure that the person is in the right training. The second part is almost like an "entry assessment", even if it is mentioned that there is no skill assessment at the beginning of courses or training. As mentioned to the review team: "there are no exams but there are other ways to look at the measures". Nevertheless, what may be described as a "dialogue in the classroom" can result in the decision to re-orient the person into another course. However, this adds to an already complex system of counselling and guidance possibilities.

Counselling and guidance is a very flexible system in Denmark. Access is free and each educational institution provides guidance, which enables gaining better knowledge of the student or the adult concerned. As noted previously, the system is fragmented and, for the individual concerned, it can be very difficult to have an overview of the situation. Co-ordination is more difficult (Box 7).

The issue of transparency is certainly one of the most important for the future of the VEU-Reform, and more generally, to secure lifelong learning. The Danish system is complex and co-ordination alone may not be sufficient to reach transparency.

Finally, a flexible supply has a dimension located in the enterprise: under discussion is the development of flexible working hours to make participation in learning activities easier for working adults (lack of time is given as the main reason for non-participation). In that respect, and to establish a continuum with recognition of non-formal learning, enterprises (and the social partners in general) could work on making the enterprise a learning one. Adults learn in many settings throughout their life. Through their work organisation, non-formal learning is something that enterprises can promote or discourage.

Learning always takes place; nevertheless, it can be more or less promoted. This dimension is certainly an important one as less qualified adults participate less in training. In addition, less qualified adults usually face a working environment that is not the "best" learning one. In "routine jobs", changes in work organisation could enrich the learning opportunities. This issue concerns the social partners and could be a fundamental contribution to adult and lifelong learning. The Randers Reb factory provides an excellent example of an enterprise effort in education, training and learning (as illustrated in Box 8).

Box 8. Randers Reb – the Enterprise as a Learning Place

Randers Reb, an enterprise founded in 1840, produces all kind of ropes and exports to many parts of the world. It has undergone a dramatic technological change in recent years. It has invested in high-tech machinery, a change that would not be possible without investing also in personnel. One could call this "human resource investment", which was part of an overall enterprise development plan - a joint venture with the local AMU Centre - to organise the continual skill upgrading of their employees. Employees were told it was practically unavoidable for them to take-up the offer of training if they wanted to continue to work for the company. The offer did not only comprise all of the teaching -- of which the AMU Centre delivered the major part -- but also the provision of flexible arrangements which made it possible for the employees to participate without cutting ties with the company.

At the time of recruitment, a young unskilled worker will be trained for 3 to 5 months with a tutor and will then follow various "modules" in more or less technical domains. Internal and external training, especially that offered by AMU, is used. The enterprise explained that around 10 per cent of wages go to a fund devoted to education and training. The company now is one of the best performing producers in this industry worldwide.

Important parts of the internal training processes started in Randers Reb through the ISO norms. The emphasis is on training both inside and outside the enterprise. From the lowest level (7 years in school) to tutors and managers, training is extensively used. The ISO is seen as a way to help the enterprise better focus its education and training efforts, mainly balancing cost and time devoted to internal and external training in order to increase the competencies of employees. On average, a person spends three weeks a year in training. New machines are very expensive investments: employees are required to be capable of using updated and new technology, to rely on communication and teamwork and to be able to monitor quality control.

In addition to and as a result of the training, an annual test for skills and competencies was introduced which permits the employee to gain points on the salary scale. The British programme "Investing in People" was adapted to the enterprise. The enterprise created a "learning room" in which all employees can exchange and propose ideas and innovations, which will eventually be tested and experimented with. The enterprise provides a home computer for its employees, and they are required to demonstrate, after one year, that they can take the European Computer Driving Licence.

3.2.3 Strengths and challenges: Coherence and co-ordination

From an abstract and external perspective, a different scenario than the VEU-Reform would be to simplify the structure of the adult vocationally-oriented education. It would extend the responsibilities of AMU to the level of "upper secondary +2" and it would broaden responsibilities to include elements of general education. Without any additional structure being created (such as GVU and Further Adult Education), this would mean that a vocationally-oriented education and training offer from the lower secondary level to the master's level could be proposed. However, the transfer of responsibility of this entire upper secondary +2 level to the Ministry of Labour would give new coordination problems between Ministries. That option would also still leave open education as another "way up" in the adult vocationally-oriented education, meaning that the problem of co-ordination would need to be solved. It would change or enlarge missions of previous existing parts of the Adult Education and continuing vocational training instead of adding new "specialised structures" (FVU, GVU, Further Adult Education).

The VEU-Reform proposes a complex but more practical solution, by adding to the old structure several new pieces. This may not improve co-ordination difficulties between different programmes, especially in adult vocationally-oriented education, such as credit transfer possibilities between AMU and GVU. The objective of obtaining a simpler structure will need to be continuously evaluated during the implementation process of the new programmes. Another issue is the degree of transparency of the new

structure for the users. It can take some time to fully understand the different requirements of each programme and how to move from one level to another.

Some effort should also be made within the basic education system, between formal and non-formal learning and in connection with counselling and guidance. The Ministry of Education should tackle the "repair function" of adult education and training by improving primary and lower secondary education in the basic education system.

3.2.4 Recommendations

To promote the co-ordination and simplification of provision. To promote an integrated approach to the provision of, and to participation in, adult learning, the need to provide co-ordination is absolutely central. Nevertheless, as important as this is, the strong and repetitive emphasis on co-ordination might well raise the question of the over-complexity of the systems. Simplification may be worth looking at as a pre-requisite to co-ordination.

Several aspects of public education and training could be simplified. Based on the principle that "education and training done once should not be lost or replicated", the same regulations on "modules" could apply at all levels of the system. Based on the principle that "adults should not have to learn again what they already know", guidance, skill assessment and eventually skill certification should have clearly identified aims, and avoid duplication. The assessment and certification of modules, or parts of modules (if it is as long as several weeks, for example), should be developed so that that job seekers would not lose the benefit of a training session should they find a job during this time. Research could focus on clarifying the concepts and functions of assessment, validation, certification, formal and non-formal learning.

To structure information, counselling and guidance must be in line with transparency and coherence criteria. Access to these services is primordial: proximity, one-shop principle, and opening hours are crucial to ensure the feasibility of what would often be the first step. Availability inside enterprises should be considered. Efforts should concentrate on eliminating the jungle of guidance practices: a stronger "one-house" approach to avoid adults having to repeat pieces of guidance and counselling would be a gain. In fact, counselling and guidance should be made simpler and non-repetitive.

To improve the links between formal and non-formal learning and to increase recognition of adult learning (in addition to participation in adult education and training). This would contribute to placing the emphasis on the workplace as a learning environment. More generally, it would emphasise learning results and outcomes, in addition to its focus on improving adult participation in education and training. As said by Gorard *et al.* (1999), " a wider inclusion in a learning society may come more easily from greater recognition of "tacit knowledge" than from more participation". Nevertheless, the move towards the development of criteria for assessing prior learning and recognising non-formal learning has remained relatively "education-bound". Two aspects could be improved: first, a full acknowledgement of what private and enterprise training provision brings to the overall increase of qualification in the labour force; and second, the implementation of a system to assess and certify non-formal learning outside a (formal) education context (CEDEFOP, 2000).

To develop partnerships and redefine the role of public authorities. In addition to resolving the "public-private opposition", other ways to develop partnerships could be explored. One example would be for employers, trade unions and other interested actors to set up training organisations and certification bodies in line with the international and European norms (ISO and European Norms).

In this respect, the responsibility of the State in launching the debate, research and implementation of links between formal and non-formal learning is clear. As indicated by Grepperud and

Johansen (2000) "lifelong learning is an overarching philosophy for the future structure and development of the learning society. Bearing this in mind, lifelong learning is about all forms of learning, all learning arenas and all forms of insight and perception". Therefore, the State has a particular role in ensuring lifelong learning *for all*, it is no longer just "to provide education and training for all", or just "to ensure access to education and training for all adults". This could lead to new responsibilities in the setting of standards, certification and financing.

3.3 Theme 3: Improving the quality, pedagogy and variety of learning provision

3.3.1 Current stage

The issues of quality, pedagogy and variety of learning provision are present in the multiple dimensions of adult education and training from the national to the local level, in ministries as well as in enterprises. The general impression one gets is that the focus is on defining concepts and not yet on examining results. These remarks apply for quality issues, pedagogy, for adults, distance education and e-learning.

3.3.2 Incentives and barriers

Incentives and barriers are examined successively for issues of quality, pedagogy and varieties of learning.

Quality

Quality is an issue often mentioned as a top priority. In Denmark, it came into focus during the late 1980s and is highlighted by the creation of the Danish Evaluation Institute.

Box 9. The Danish Evaluation Institute

The Danish Evaluation Institute (EVA), an independent institution under the umbrella of the Ministry of Education, was created in the summer of 1999. This Institute develops methods for evaluating the quality of teaching and learning. It highlights the quality of education and teaching through systematic evaluation. It advises and collaborates with public authorities and educational institutions on quality issues. It is the national centre of knowledge, with national and international experience, in educational evaluation. AMU is not included in EVA's terms of reference.

EVA develops and updates methods for evaluating the entire educational sector, including adult education and training. Evaluation may be carried out on a specific course of study, individual subjects or general courses as well as on an entire institution. EVA conducts accreditation of private courses. Accreditation is part of the Ministry of Education procedure for determining whether students at private teaching establishments should receive a state grant. Accreditation carried out by EVA monitors whether an establishment meets the criteria as defined by the Ministry of Education. It is very important to mention that the Act launching EVA explicitly prohibits any form of ranking of the activities or institutions.

The quality assurance takes place between centrally defined targets and frames or local dispositions. A common set of quality assurance tools is built up based on those used by each school. The approach developed is defined as "pluralistic" (Ministry of Education, 2000, pp. 16-17): it accepts that the institutions are characterised by different values and procedures for accomplishing their aims. This means, as a point of departure, that different quality concepts can be used and should be integrated into a coherent plan. For example, concepts developed by an institution can be used as long as the institution demonstrates it has a quality system on the defined issues under scrutiny.

Quality plays an important role in the overall provision of education and training, at both the programme and institutional level. EVA provides an external examination of educational programmes under the Ministry of Education. At the institutional level, internal evaluation (self-assessment) is used.

A small number of education and training institutions and enterprises turn to ISO (International Systems Organisation) quality norms. Some Technical Colleges have ISO certification for part or all of their activities and around ten per cent of the Colleges have been inspired by ISO concepts to define their own quality tools. The note of the Ministry for Education mentioned that while the "Ministry gives the certification to the Colleges, an ISO certification is not needed unless the Colleges want it in areas where they are in competition with private enterprises" (Ministry of Education, 2000, p. 21).

This calls for more thought on what quality assurance means and aims for. Quality evaluation will be accredited by audits, meaning it is implemented to achieve aims (of an institution, of a course, of a learner or others). Therefore, an excellent institution could be accredited through ISO and not be accredited by a ministry.[18] For example, one could imagine a narrow (but nevertheless very useful and important) technical specialisation or competency being certified according to ISO criteria but not by the Ministry of Education, as it does not have enough general education components, or because it targets only a very small group of learners. There is no opposition to several forms of accreditation (in the same way as there is no ranking): it means that the aims pursued and the means implemented differ; quality may be excellent and emphasises more criteria than others.

ISO norms are used by enterprises working in international markets as, for example, the rope company, Randers Reb located in Randers and visited by the review team (Box 8).

As far as assessment and certification of PLAR and non-formal learning is concerned, nothing indicates any concrete attempts in that direction. Probably, it was too early at the time of the Review and this question should be taken into consideration in the follow-up of the VEU-Reform and, in particular, in defining the criteria to evaluate the impact of the VEU-Reform.

Sustained efforts should be continued in order to improve the efficiency of quality assessment. Building up institutions' own criteria not only seems contradictory to the quality assurance approach but also seems to require an enormous effort to re-create what already exist in agreed international norms (ISO or European norms). Efforts would be better spent on auditing and improving the various parts of the system rather than on debating the pros and cons of the criteria design that quality assessment should comply.

Pedagogy

The active role of the learner

Research on adult education and on adult didactic is alive in Denmark. Pedagogical practices pay careful attention to adults needs and to the adult learner. In general, pedagogy has been strongly influenced by Grundtvig's ideas and concepts. These culminate in the Folk High Schools, but more generally, the focus on the person as an individual and as a member of society is present throughout education, training and guidance. In addition, the concept of "interaction", the key to understanding what is unique about Grundtvig's idea concerning education and upbringing (Korsgaard, 2000, p. 238), is strongly imbedded in the education and training system. The interaction between students and teachers may be more developed

18. The opposite could also occur.

in the Folk High Schools, however the review team had the distinct feeling that "interaction pedagogy" is also a more general trend.

This interaction was clearly evident in the Day Folk High School[19] visited by the review team. For example, the "Information Technology (IT) course for seniors" involves debates on new technology's roles and functions in society (history, future developments, future of labour markets); on the influence of new technology on work environments (communication, collaboration team work); and on society in general. This complements the IT technical aspect which is approached by real problem-solving situations (projects conducted in the classroom). This pedagogical approach can also be seen as an attempt to debate, in an educational context, the tensions between individualisation and globalisation that appears to be a recurrent issue in adult education. To summarise, one could say that the active role of the adult learner is always present and clearly stated.

The difficulties of adult learners

Pedagogical research has focused mainly on adults with low education attainment and the unemployed. For example, Ahrenkiel and Illeris (2000, p. 118) highlighted the ambivalence of adults in an education setting: "the majority of participants are not just attending adult education because of an inner drive, but mainly out of necessity or because of direct requirements or being forced to do so." The results of that qualitative research are of considerable importance for adult education in Denmark. Pedagogy in general adult education, especially in FVU, should differ from pedagogy in GVU, which should certainly differ from that in open education (at higher levels). The need for these differences is obvious to many teachers and professors. However, differentiating pedagogy may not always be easy to implement in the classroom. For example, if the number of adult participants is insufficient to form a separate adult class in all subjects (some education programmes may not be frequented by so many), the adult participants will have to attend the same class as the young VET students. Therefore, research can help to develop new pedagogical approaches.

When an adult education or training course is experienced as "degrading" (Ahrenkiel and Illeris, 2000, p. 119), pedagogy will have to be very different than, for example, in an open education programme enrolment is a self-motivated decision. Literature underlines that even in the case of highly educated individuals, ambivalent attitudes towards adult education can be found (see references in Ahrenkiel and Illeris, 2000, p. 125).

These deep-rooted individual concerns have to be recognised and taken into account by education and training providers. This becomes a main concern when developing adult education on a larger scale. Once more, the feeling of "being pushed back to school" (Ahrenkiel and Illeris, 2000, p. 119) may be avoided by placing a greater emphasis on PLAR and on the option of having certification for competencies which are acquired in work or other settings.

As mentioned by the authors (p. 135), " today, vast resources are invested in adult educational measures and compulsion which are the result of highly prioritised political effort, but to a great extent this effort fails because the ambivalence of the student and the ambiguities of endeavours are not taken into account." This opens the issue of the best possible use of all resources invested in Adult Education [20]. The development of PLAR; the recognition of non-formal learning (including learning which is not directly

19. NON residential Folk High School (not to be confused with the Folk High School also labelled the Residential Folk High School).

20. Resources invested by public authorities as well as resources invested by private sources (enterprise training, private providers).

related to work); and more positive links with employment (to guarantee a job) may well serve Adult Education and more generally, lifelong learning.

The specifics of adults learners

As underlined by Illeris (2000), adult learning follows certain specifications that have consequences for policies and should be taken into account when designing and implementing them. For example, adults learn what they *want* to learn; they draw on the resources they already have in their learning (and, one could add, in their experience); and finally, adults take as much responsibility for their learning as they want to take. These considerations can not fit into an adult education policy viewing education and learning as the responsibility of schools and teachers: the adult's responsibility (or their refusal to take responsibility) has to be recognised.

Once acknowledged, learning can be viewed as constant and following a lifelong pattern. The issue is then to recognise the learning and to no longer "define the right conditions for adults to be taught". Research has been conducted in many countries on "live-stories" and on "tacit knowledge"(in Denmark, Finland, France, and the United Kingdom). They highlight the learning mechanisms that adults use. For example, they help to understand how uneducated adults learn; how adults adjust continuously to changing conditions (Horsdal, 2000, p. 187) and how adults succeed in giving sense to uncertainty (De Keyser and Olivier, 1972). Therefore, for adults, learning what they want drawing on the resources they have transforms itself into another proposition: to master uncertainty, coherence and therefore, sense, has to come from daily experience (working or other). So, *drawing on the existing resources* involves taking into account what one has to deal with; learning what adults *want* then refers to the selection process used to capture "elements" that will "glue" the experience together; that will give it its coherence (Colardyn, 2000). Then, what adults want becomes what adults need to establish a form of coherence in their working life, in their understanding of society or in their personal daily life. The responsibility adults would take in "learning" these elements would surely be greater, because it will give them the opportunity to strengthen their understanding of own capacity to predict and have some form of control over a working situation (or another situation). In that respect, non-formal learning could be a powerful learning tool; one that could then be more formalised.

The recognition of non-formal learning would enable a different emphasis to be put on the responsibility that adults take for their own learning. The issue is the recognition of learning. Is society ready and able to recognise the learning that takes place in every day situations? Is society ready to recognise the value of *experience* (working or other)? Is society able to recognise the value of experience in any other way than "time spent in a job"? This raises the importance of the provision of varieties of learning.

Varieties of learning

Another pedagogical dimension concerns distance education and e-learning, although it is still too early to fully examine the consequences of these. Several renewed measures were taken recently: 1998, focus was renewed on distance education as a supplementary teaching and learning form; 1999 an Information Communication and Technology (ICT) action plan directed towards adult vocational training; and in January 2000, the launching of the Danish Virtual University for student and workers was included in a Government IT policy statement to Parliament. The main objectives concern the common framework for courses and/or teaching tools and materials, as well as the flexibility it enables for individuals and SMEs.

SMEs are important in the economic fabric of Denmark: education and training is not always simple for them. Time, organisation, and the specifics of demand and offers of suppliers, often leaves SMEs out of education and training. Nevertheless, in SMEs, learning takes place: on the shop floor, on-the-job, by exchange of experiences, by tutoring colleagues. As a result of a study experiencing the changes brought by IT and their consequences in SMEs, Tikkanen (2000) concluded that "learning to manage new technology is one thing, but to collect, analyse and organise the experiences gained during the transition process more broadly is likely to have an important effect on learning and on the development of individual and collective competence in the work place" (p. 179). The role of SMEs as "learning organisations" should certainly be enhanced and further developed as an alternative way to improve formal and non-formal learning in those enterprises that have intrinsic difficulties sending their employees into traditional education and training courses.

As mentioned in Danish Authorities (2001), other mechanisms could be used to emphasis the role of the varieties of learning. For example, one could think of approval of providers, standards or certification. Accreditation of providers is a way to prioritise the formal education and training supply, while accreditation of certification bodies would enable the recognition of non-formal learning. The first one is already on its way in Denmark: while too early to assess, it should be evaluated in the framework of the VEU-Reform. The accreditation of certification bodies should be looked upon as a possibility to better grasp non-formal learning. Concerning approval of standards, the tripartite organisation of education and training provides a strong base to pursue and eventually diversify if needed, as in the case of an eventual development of certification of non-formal learning.

The recent creation of the Danish University of Education (July 2000) is a research initiative promoting lifelong learning. It will deal with key projects like the development of competencies in the whole of the education and training system, as well as on working life and non-formal learning amongst all age groups. The need for competencies amongst individuals, the work environment and society as a whole will be examined. Such an initiative will certainly enrich pedagogy in "the classroom" and it will broaden the understanding of how learning can be better mastered and used for diverse target groups, across all age groups (from youngsters to adults).

3.3.3 Strengths and challenges: Adult learning and lifelong learning

Adult education and training is part of lifelong learning policy (OECD, 2001; European Commission, 2000). It has to deal with three concepts: lifelong learning is a lifetime concept; lifelong learning must be for all; and lifelong learning encompasses a variety of learning modes.

The VEU-Reform of adult education and training proposed by Denmark has to be looked at in relation to these three aspects:

- All ages are concerned and have large education and training options offered to them.
- The second aspect implies a change in the role of the State. It has to guarantee that each citizen has an equal opportunity to find (guidance), be educated and trained (diversity of the offer) as well as be certified (diversity of certification). Lifelong learning for all can not impose on the State the responsibility for offering the individual *all the imaginable options they could possibly dream of*: some options should definitively be proposed by public authorities; while some are, in fact, provided somewhere else such as in enterprises, associations or NGOs.

- Finally, the variety of learning modes is present but not yet fully developed in the VEU-Reform. Traditionally, liberal adult education is largely present, probably more than in many countries and without any doubts concerning the usefulness of education to citizenship, responsibility and evolution of society. Nevertheless, formal and non-formal learning in enterprises, families, and leisure are still largely absent in the VEU-Reform even if "relevant" workplace learning is included in several aspects of the VEU-Reform.

In the light of lifelong learning, the VEU-Reform on adult education and training should grasp the entire continuum of learning modes that adults can benefit from [Colardyn (ed.), 2001]. The VEU-Reform is mainly centred on the supply of education and training offered by the Ministries of Education and Labour. It does not encompass formal training provided internally by enterprises. Only at the margins does it mention the existence of a private and commercial supply (but it is not integrated) and, non-formal learning (as defined in the note) is only marginally being touched upon. Also, prior learning assessment and recognition (PLAR) should be more integrated in formal qualifications.

The VEU-Reform states the position of the State: it wants to assume the full charge of education and training provision for adults. While remaining responsible for ensuring that all citizens have access to learning options and to certification, other ways to share responsibility with other actors could be developed. Partly, sharing responsibilities is embedded in tradition as well as in the VEU-Reform. The liberal adult education category (Figure 1) is an example. The inclusion of this category is a major advantage compared to many countries that do not have such provision. In Denmark, liberal adult education has enjoyed shared responsibility for about 150 years.

3.3.4 Recommendations

To reach a consensus on a quality framework for all. Denmark is certainly ahead of other countries with its national quality concerns and with EVA. A lot has been done to promote internal quality measures. This situation provides a basis for "collecting" the existing tools and probably to progressively and pragmatically define "more refined" evaluation tools. Over time, more could be done on external audits, especially on outputs and outcomes.

To *include non-formal learning in pedagogy for adults.* Two recommendations come to mind. One concerns the improvement of pedagogy for adults in education and training settings. The other deals with recognition of non-formal learning taking place regardless of any education or training setting. Denmark is very well equipped for the first one and could certainly develop more research (applied and theoretical) for the second. More easily than other countries, it could refine pedagogy to deal with some of the adult target groups in difficulty. Research can help teachers by providing the necessary feedback on adult difficulties and develop strategies to deal with them (motivation, modes of learning, participation in e-learning, effects of the VEU-Reform on the increase of qualifications, social and economic returns from the adult learning, effects on mobility and wages). This long-standing tradition also has a considerable advantage with the existence of educational standards: these are used for certification when adults want to obtain a diploma. In the GVU, the educational standards are used in a certification procedure recognising non-formal learning. The assessment tools are the missing elements. The strong role played by standards in the present basic education system and, in the adult education and training system, would make this next step considerably easier.

The recognition and certification of non-formal learning could be addressed in the framework of the VEU-Reform. As indicated earlier, an inclusive learning society should open all learning options without forcing people to conform to existing arrangements (Gorard *et al.*, 1998). A "wide inclusion in a

learning society may come more easily from greater recognition of tacit knowledge (non-formal learning) than from more participation" (p. 451) (Gorard *et al.*, 1999).

To promote a *variety of learning settings for adults (enterprise, distance education, e-learning, non-formal).* As part of increasing the involvement of enterprises in adult education and to get more adults in very small enterprises to be active in education and training, distance facilities and e-learning have potential. More research could be devoted to distance education and e-learning for low qualified adults and on ways these new approaches could help individuals in small enterprises

3.4 Theme 4: Improving policy coherence and effectiveness

3.4.1 Current stage

The VEU-Reform attempts to view adult education, and its relation to the basic education system, holistically. As stated in the Background Report: "the development of the adult education and training system has been characterised by recurrent reforms changing the focus, roles and subsidy schemes and setting new rules for the system. This all leaves the picture of a highly complex system, which in some cases, for the beneficiaries of the system, might cause confusion and difficulties in finding the way through the many options. Speaking very generally, there has been a broad political consensus on investment in the development of human resources for lifelong learning, with aims ranging from narrowly focused labour market economic rationale to broader personal and life development aims" (Danish Authorities, 2001, p. 69).

As the Danish Minister of Foreign Affairs (M. Lykketoft) said: "We have the strong skills including foreign languages and excellent labour flexibility. But I think the absolute most important factor is the educational quality of the workforce". Quoted by the Financial Times (February 2001), the Minister emphasised the positive results of a survey placing Copenhagen as the best place in Northern Europe to set up an e-business centre. As far as education and training is concerned, foreign language abilities, labour market availability and flexibility were part of the explanatory factors. These results are strongly based on a consensus view of the importance of human resource development. Improving coherence is therefore one aim of the VEU-Reform that has to be achieved sooner rather than later: more coherence is developing, but will it be enough?

In fact, while the VEU-Reform focuses strongly on the provision of education and training by the public sector, too little is stated about links with other providers and with non-formal learning. The balance between developments of the economy and development of the individual is not yet strong enough. In the VEU-Reform, concerns related to the knowledge society are at the root of the proposals. The Ministry of Education and Ministry of Labour share the same view.[21] Nevertheless, the lack of consensus with one of the social partners (employers) would remain a worrisome dimension for a country based on a very strong tripartite approach.[22]

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21. This was the situation at the time of the Review.

22. Employers have expressed the view that being members of the AUF board, they might be pressed to focus more on courses with general competence and to reduce or give up state funding of more specialised courses than foreseen in the financing design they had consented to when they agreed on the VEU-Reform.

3.4.2 Incentives and barriers

Incentives and barriers will be examined for the following five dimensions of coherence and effectiveness: roles of the state and stakeholders; cost-effectiveness; structure of the Councils; monitoring and evaluation of the VEU-Reform; and the relation with the European debates.

State and stakeholders roles

The State has various ways to fulfil its role as a "warrant of lifelong learning for all". One is to ask employers for a financial contribution to public sector education and training supply, especially training directed to enterprises needs. Other ways exist that could be explored. As indicated in Danish Authorities (2001, p. 67), "there is a significant challenge ahead for the partners to develop the co-operation with a view to obtaining consensus on the education needs and the financing of education and training programmes, also when this means a need for the organisations or the members -- of the Council -- to contribute to the financing through collective contributions from the organisations". Obviously, additional public funds will not be provided, so priorities have to be closely looked at. Under the umbrella of lifelong learning, the actual financing of adult education and training could be envisaged in a more complete fashion including the social partners, professional associations and non-governmental organisations (NGOs), private providers as well as the individual's contribution.

The role of enterprise training (formally organised training inside enterprise). Non-formal learning inside enterprises is probably largely under-estimated in the Background Report (Danish Authorities, 2001). That information may be in the hands of the social partners or in enterprises. During the review, visits to enterprises as well as to AMU centres, have led the review team to believe that more is done by enterprises than that which appears through their participation in the public supply of adult education and training (Boxes 4, 6 and 8).

In line with lifelong learning, the VEU-Reform could be taken a step further and be presented as follows:

Figure 2. Adult learning structure

Adult learning (including education and training)				**Basic education system**
Liberal adult education	Non-formal learning at work (and elsewhere)	General adult education	Adult vocationally-oriented Education Including internal enterprise training	Youth
Non-formal learning		**Formal learning**		

Figure 2 could apply to all levels in education, from unskilled to skilled. For Danish citizens, learning is composed of all the options: public and private, formally organised and non-formal learning. To better manage the move towards a knowledge society, all modes of learning should be considered.

Figure 2 shows a "fourth dimension" (non-formal learning at work and elsewhere) that could be included in the common framework for Adult Education and Training proposed by the Danish Authorities. In that case, the share of responsibilities and of financing may appear different. Formal and non-formal learning taking place in enterprises could be highlighted through new forms of assessment and certification.

New collection and analysis of data should be carried out to provide the appropriate level of information on formal and non-formal learning in enterprises and elsewhere. For example, analysis of the decentralised collective bargaining agreements on training should be the basis for defining a consensual share of responsibilities to develop adult education in a lifelong learning perspective. Another example concerns the "education funds". It is mentioned that "they exist", but to what extent and under what conditions do they function? Could these " education funds" be the "common basis" for an extension of the role of social partners and other actors or stakeholders?

Several incentives to increase the coherence and effectiveness of adult education and training need to be highlighted. The establishment of the three Councils and, in particular, the Adult Education Council will attempt to develop a common framework of the public Adult Education and Training. Also, a Council like the AUF will help to simplify the financing schema by the involvement of the interested parties, and in particular, the social partners. The weak support given by employers to the VEU-Reform (at the time of the visit) could limit results. More positively, it could offer an opportunity to push public authorities to reconsider the existing effort made by employers and enterprises that provide and finance their own training.

Problem of cost-effectiveness

Huge amounts of public funds are spent on education and training for adults, but the efficiency of this spending is not clear. Examples can be given of the difficulties public authorities have in providing relevant and extensive data on certification (as an outcome of an open access policy). The information provided by Table 7 gives an example. The obligation for unemployed, on finding a job, to leave education and training programmes without any benefit of the learning process (no recognition of acquired competencies, no certification for modules) could be improved to not lose the benefit of parts of programmes.

Public funding and remuneration for adults in education and training are important components of the Danish policy on adult education and training. The VEU-Reform aims for financial simplification by improving the homogeneity of the criteria. The traditional mechanisms of the "taximeter" have been revised to enhance a demand-driven approach. The principles are harmonised to create equal and comparative conditions in various parts of adult education and training. This positive simplification should make the management of the financing system easier and comparisons should be drawn to find out "what works better".

Nevertheless, the financial system remains complex, as private funding and individual payments need to be taken into consideration in order to complete the view given by public funding. The AUF may provide the opportunity to examine the next steps for more simplification. Approaches like "credit of time", "learning accounts" and the certification of competencies, as well as the already mentioned PLAR, could be further developed and analysed.

Structure of Councils

The creation of the two Councils and the Labour Market Institution for Financing of Education and Training (AUF) will clarify, simplify and hopefully give coherence and transparency to the VEU-Reform. The role of the Adult Education Council should be carefully defined: in particular, the setting up of the "common framework" for adult education and training should be given further careful attention. How does it relate to the various interested groups that will have been involved in the debates on the Lifelong Learning Memorandum of the European Commission? How does the Monitoring Team report to

the Adult Education Council?[23] How are relationships established between the various councils so as to avoid repetition and information being lost? Principally, how are the links established between the Adult Education Council and the AUF (Labour Market Institution for Financing of Education and Training)?

Concerning the Labour Market Institution for Financing of Education and Training (AUF), the review team very clearly perceived the difficulties for employers' representation. These problems could affect the smooth functioning of that institution. This is an urgent problem to solve, as the clarification of the financial dimensions could be the subject of long and difficult negotiations.

Monitoring and evaluation of the VEU-Reform

A general remark on practices in Denmark concerns the need to carefully evaluate pilot projects before applying them to the whole country. An intermediary step could be introduced whereby pilot projects would go from "prototypes" to an "experimental phase" before being proposed for general use throughout the country.

To strengthen the implementation of the VEU-Reform, the Ministries of Education and Labour should set up specific aims to serve as objectives or targets. The criteria (or guidelines) could be prepared by the Adult Education Council or by a joint group involving different Ministries (not only from Education and Labour), the social partners and possibly the local authorities. It is important to have feedback from the local authorities in charge of implementing the VEU-Reform. The VEU-Reform should not only be monitored from Copenhagen: bottom-up and top-down approaches should be well balanced.

Monitoring could help to implement the aims and purposes of the VEU-Reform by selecting and better defining the criteria for evaluating it. In the monitoring and evaluation of the VEU-Reform, the role of the Ministry of Trade and Industry could be central. This Ministry does not appear to have "direct hands" on the implementation of the VEU-Reform, but it is concerned by the results and by the economic functioning of enterprises, especially SMEs. Therefore, that Ministry could have a stronger role in the process to set up the evaluation criteria without appearing to be "judge and jury". Evaluation by a third party could be applied and could help an Evaluation Team provide an external overview of adult education, training and learning within the lifelong learning perspective. Of course, other actors outside of the public authorities should be involved too. An *evaluation culture* should be soon developed.

The European debates

At the time of the Review, European dimensions were presented through reference to the Lisbon summit. At that time, the European Commission had just released its Lifelong Learning Memorandum. Presently, the issues are being debated in the European Union member States. Although these debates could influence the Danish Reform, it may also be that the long-established Danish experience of adult education and training could influence and enrich many lifelong learning policies of other European Union member States. During the Review, little reference was made to the European debates and programmes. In the framework of the current debates on the Lifelong Learning Memorandum and the work initiated by Eurostat on "measuring lifelong learning", more attention could be devoted to these aspects. Which existing tools could be used in Denmark? Which one could be easily adapted to Denmark?

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23. At the time of redrafting this note in November 2001, the Adult Education Council had already been established in September 2001 after a national consultation process.

Even though financial issues were mentioned, it appears that neither the European social funds nor any other of the European programmes are widely used. Last November, the European Commission approved an EUR 379 million employment and training programme for seven years called the "Single Programming Document"(http://europa.eu.int). This is under Objective 3 of the European Social Fund (EFS) and it will help Denmark to reach its five priorities, which reflect the objectives of the 1999 National Action Plan for Employment. It will help strengthen active labour market policies (prevent long term unemployment; focus on guidance and training initiatives; boost the position of woman; reinforce the social partner involvement); promote equal opportunities for all in accessing the labour market; develop skills and training (especially in SMEs); and encourage entrepreneurship and innovation. Technical assistance will be provided to manage, implement and evaluate the results of the programme. The responsibility for this programme lies with the National Labour Market Authority within the Ministry of Labour.

3.4.3 Strengths and challenges: Is the VEU-Reform a "one-house strategy" for public authorities or for society?

The VEU-Reform intends to achieve a single, coherent and transparent adult education and training system. This raises several very important questions:

- *Single*: is it a single system? Will the various "pieces" that public authorities attempt to include into a single framework still co-exist?

- *Coherent*: according to what criteria is "coherence" defined? Against the formal education system? What does it mean to be "coherent" when trying to measure work experience (or social, cultural and familial experiences) against formal education standards (general and vocational education objectives)?

- *Transparent*: the strong need for multiple guidance "steps" or "separated systems" will mean that transparency is difficult to reach; the same applies for the financing of the system.

One issue raised by the VEU-Reform concerns its scope. Is it an agenda proposed for adult education and vocation training under public authorities to strengthen public responsibilities and finances? Or, should a single, coherent and transparent system include public responsibilities as well as private ones (enterprises and others)? In other words, how can one situate the VEU-Reform on adult education into a lifelong learning agenda?

Together, the different "pieces" form the adult education and training system under public responsibility (mainly Education and Labour). More Ministries need to be involved to broaden the scope. The VEU-Reform aims for a "one-house strategy" (as explained by the Minister of Education), for the content of training, for certification and for financing. This "one-house strategy" is an important and decisive aspect for public authorities to deal with although the issue remains, is it enough?

The VEU-Reform could provide the opportunity to place the public authorities' pieces of adult education and vocational training into a lifelong learning view of the Danish society. Training provided by the private sector, enterprises and non-formal learning, could be recognised for its content and be responsible for its own financing (that is the training provided and paid for by enterprises and private training providers). It could be recognised to such an extent as to be included in the VEU-Reform. Then, public authorities, plus the enterprises (the social partners) and associations (as the folk high schools, for example) could combine their efforts to reach a consensus on their respective roles and contributions to a lifelong learning agenda.

The present VEU-Reform, defined as the "one *public* house strategy", could be part of a broader consensual lifelong learning exercise involving each actor in their own territory.

3.4.4 Recommendations

To settle divergences on financing issues (in particular, this concerns the employers). In general, the position of employers as defined in the VEU-Reform, especially the financing dimensions, should be settled. One could suggest that the debates launched by the Lifelong Learning Memorandum be used to provide a different look at what seemed, at the time of the review team visit, to be a "locked situation. It is recommended that this be settled, as soon as possible, by recognising the employer contribution and to expand the interested parties to include professional and non-governmental associations.

To clarify the role of the Adult Education Council for funding and structures. The review team would recommend that the Adult Education Council aim to pursue the simplification and the transparency of the structure and of the funding mechanisms of the future "common framework" for adult education and training.

To integrate all possible forms of recognition of non-formal learning. The assessment and certification of non-formal learning has to be more developed. It would help the establishment of a lifelong learning policy; it would prevent adults from becoming discouraged or forced into education and training programmes; it would benefit the SMEs; and it could help the "liberal adult education" to position itself into a "common framework" for adult education, training and learning.

The review team proposes some concrete practical steps to be examined for further implementation:

- What outcomes of non-formal learning should be taken into account? This raises the issue of "what should or should not" be certified in society. This issue should not be confused with the more technical aspects of "what can or cannot" be assessed and then certified. For example, should some aspects of liberal adult education be certified?

- How could assessment and certification of outcomes of non-formal learning be organised? Should there be one structure or several structures for assessment and certification of outcomes? The structure and procedures set in place by the certification body should differ from the present procedure of issuing the Basic Education system's certificates. The review team would recommend examining the existing European and international norms to guide in the creation of such certification bodies.

- A crucial issue, requiring serious technical capacity, concerns the standards to be used for certification of non-formal learning. In the Basic Education System, certification is issued against the standards agreed upon and set down in legislation/regulations. In the case of certification of non-formal learning in GVU, the standards according to the objectives/targets of the corresponding VET programme are used. Now, for further expansion of certification of non-formal learning, the issue of which standards to be used ("school" or "work-based") should be examined. Work presently undertaken at the European level, in the framework of the Forum on Transparency of Vocational Qualification, could help in this respect.

- Enlarging the adult education and training framework, and linking formal and non-formal learning will change relationships between the various providers. The need to build up consensus will remain, even though the actors, stakeholders or interested parties could differ.

This raises the issue of how to establish responsibilities between public and private providers. The review team recommends that the Adult Education Council examine this (with an eventually enlarged group of members for certain debates).

- The financing of adult education, training and learning will evolve. One institution (the AUF) exists and will make recommendations on these issues. The review team suggests "giving voice" to the councils in order for them to be able to provide a complete, comprehensive and simple overview to policy-makers. They could be informed without being part of the "recommendation making" of the AUF. This could help to reach a "one-house strategy".

To set up the External Evaluation Team. The review team would recommend setting up a Monitoring and Evaluation Team to define the criteria and start the evaluation. Monitoring and evaluation should be separated to permit an external evaluation. The Monitoring Team and the Evaluation Team would be composed of different members, as the requirements of monitoring and evaluating are different.

As developed in Section 3.4.2, the Ministry of Trade and Industry could help set up a higher level of co-ordination between public authorities and ministries. Highly organised co-ordination between public authorities should be pursued, as is intended with the "one-house strategy". A number of evaluation tools already exists in European and international organisations. They should be used, complemented and adapted to the Danish situation. Denmark could guide the way for the further development of evaluation instruments in adult education, training and learning. A "Forum" approach could be proposed which would include researchers, social partners and other stakeholders, as well as public authorities at the various levels (see, for example, the Trade Union proposals on knowledge accounting in 1998). It would aim to discuss the criteria and methodology for the evaluation. It would also help to circulate the relevant information amongst actors concerned by the policy-decisions to be taken.

4. CONCLUSIONS: A COMMON FRAMEWORK ON EDUCATION, TRAINING AND LEARNING

An underlying objective of the VEU-Reform is the search for a "common framework" that would combine simplicity, coherence and transparency. This common framework should support the development of education, training and learning for all and in all settings. In that respect, the review team would recommend the inclusion of a "fourth dimension", that of non-formal learning (in enterprises and elsewhere). The structure of Adult Education and Training would therefore be a "common framework for adult education, training and learning" and -- along with the basic education system -- would be a vital component in the development of a solid lifelong learning perspective.

4.1 Recommendations

Box 10. Summary of the recommendations

Theme 1. How are different actors addressing ways to improve incentives and motivation for adults to learn?

- To better integrate education, training and learning at the workplace and in non-formal settings.
- To shift the consensual culture from managing resources to sharing responsibilities in education, training and learning opportunities.
- Sharing responsibilities to define new roles for the liberal adult education system.
- To extend the tax refund policy to promote the recognition of formal and non-formal learning.

Theme 2. Promoting an integrated approach to the provision of and participation in adult learning

- To promote the co-ordination and simplification of provision.
- To structure information, counselling and guidance in line with transparency and coherence criteria.
- To improve the links between formal and non-formal learning and to increase recognition of adult learning (in addition to participation in adult education and training).
- To develop partnerships and redefine the role of public authorities.

Theme 3. Improving the quality, pedagogy and variety of learning provision

- To reach a consensus on a quality framework for all.
- To include non-formal learning in pedagogy for adults.
- To promote a variety of learning settings for adults (enterprise, distance education, e-learning, non-formal).

Theme 4. Improving policy coherence and effectiveness

- To settle divergences on financing issues (in particular, this concerns employers).
- To clarify the role of the Adult Education Council for funding and structures.
- To integrate all possible forms of recognition of non-formal learning.
- To set up the External Evaluation Team.

Most of the recommendations may be easier to tackle in a lifelong learning perspective rather than in a framework limited to adult education and training. An example concerns the sharing of responsibilities between public and private actors in order to combine efforts. The list of recommendations presented by the review team under the four themes share two fundamental trends. One concerns the need to improve coherence and transparency. The other deals with the need for new tools.

Coherence and transparency in adult learning concerns:

- Simplification of the public offer (including the structure of Councils).
- Combination of public and private efforts (including SMEs) achieved by taking private provision and enterprise training into account.
- Need to highlight, preserve and develop liberal adult education roles.
- More and better recognition of non-formal learning.
- Simplification of counselling and guidance.

Tools should be designed to answer the new challenges of:

- Incorporating PLAR into formal learning.

- Promoting the variety of learning settings (with particular attention paid to those with a low level of education and SMEs).
- Developing assessment and certification of non-formal learning.
- Promoting quality evaluation (institutions, courses and outcomes of learning).
- Providing counselling and guidance.

4.2 Issues for the future: Inclusion of adult learning in lifelong learning

4.2.1 The individual and the collective

In Denmark, individual needs are being well taken care of in terms of guidance, education, training and financial resources. The large variety of needs can always be covered by one or another programme. In most cases, education and training is linked to a certificate (or diploma). The diversity of education and training situations allows the individual to reach part, or the totality of, a certificate from the initial education system. In that sense, there is a very good match between individual needs and collective recognition.

An issue opened by lifelong learning concerns the presence of a single certification system. The issue can be presented as follows. Given that adults learn through various ways, is the initial education certification best suited to be the only certification for adults? Specifically, as lifelong learning develops, one wants to acknowledge the skills and competencies acquired by adults regardless of where they learn and of how much time it took.

If one agrees that adults learn through a variety of modes, one could also agree that several ways of certifying the outcomes of this learning should exist. The Danish situation is characterised by one single certification system, the one that the Ministry of Education has designed for young people. Certification of modules in AMU (Ministry for Labour), which relates to the same standards, seems less problematic. The strong emphasis on the Ministry of Education's system may not always be suitable for assessing adult education. Therefore, should other means of certification be designed, and if so, by whom?

4.2.2 Lifelong learning, non-formal learning and democracy

In Denmark, non-formal learning is defined as learning and training which does not result in any certification and especially not in a certificate of the Ministry of Education. In that respect, non-formal learning is largely covered by the "Grundtvig" tradition. Today, the quantitative importance of liberal adult education is decreasing. This is due to stricter financing conditions, the increase of employment and to a stronger attraction to vocational training. However, its role in social cohesion remains strong.

Liberal adult education represents an important qualitative aspect of the Danish (and Nordic) approach to adult education. Beyond its actual quantitative significance, all the schools largely share pedagogical aspects of that tradition. The philosophy can be found in all kinds of schools, for the young as well as for adults, in general education and in vocational training. In that sense, the "Grundtvig" approach has certainly covered all areas of education and pedagogy.

Part of that tradition concerns the raise of democratic awareness. Denmark, as well as the other Nordic countries, has taken a large step forward in the integration of concerns such as democracy, civil

rights and ethic issues into lifelong learning. European and international arenas should look to these developments for guidance in their own debates concerning lifelong learning. That is to say, the experiences of Denmark and other Nordic countries could act as guidelines in the development of a balanced international approach to lifelong learning.

It might well be that schools in the liberal adult education system do not yet see clearly their potential roles in a learning society and a learning culture, but they appear to be based on a very interesting concept to "inform" other countries about. As stated during the Finnish presidency of the European Union (second half of 1999), liberal adult education is a school for democracy (Niemelä, 1998). Alongside general and vocational education and training, liberal adult education promotes democracy, equality and respect for the plurality of values. As expressed by Niemelä, (1998), "a well-functioning civic society can control both State power and market forces". Reinforcing democratic values is a central objective of lifelong learning: liberal adult education is a strong instrument to fulfil that aim.

4.2.3 A step forward to integrate the present diversity

In Denmark, the next step in adult learning is to find the glue that will secure the different pieces of the system. The first aims of the VEU-Reform, coherence and transparency, may take some time. Evaluation can help. The reflections, comments and recommendations of this Country Note deal with how to improve integration: how to put the "pieces" into a simple and coherent framework for adults? How can it be coherent and provide diversity of access? How can it be coherent and provide a variety of modes of certification?

In fact, some of our interlocutors – researchers and social partners – raised the issue of "accreditation of individual competencies". Of course, as far as there is a precise meaning to each of these terms, it probably differs from actor to actor. Despite that, a debate on the issue is obviously important.

In Denmark, there is a diversity of adult education and training and it should not be given up. At the same time, there is still a strong need to improve coherence and transparency. This has to be reached by preserving the well-adapted programmes targeted to particular groups of individuals. The lifelong learning perspective could help to solve the tension between diversity and coherence.

From a lifelong learning perspective, adult education should attempt to solve the problem of improving the diversity of both access to education and recognition of learning. Pathways between different programmes according to individual needs of the learner should require collaboration and co-operation of all actors, the social partners, professional associations and non-governmental organisations. For individuals, "*whatever is already known should not be learnt again*". This also means that all actors should be responsible for setting up new assessment and certification approaches to enable adults whenever possible to go through the general adult education system (FVU, AVU, HF) as efficiently as possible.

With the VEU-Reform, several elements should be looked at again. The evaluation of the VEU-Reform could help defining directions by including the following criteria:

- Participation of adults in education and training could be increased by the diversity of recognition (PLAR and others).

- An increase in participation would also be more visible by taking enterprise training and non-formal learning into consideration. They could be included in the adult education, training and learning system (Figure 2).

- Special consideration should be given to learning in SMEs through non-formal learning to encourage adult training, distance education and e-learning.

- In a lifelong learning perspective, new actors have to be involved. It is a tradition to involve the social partners, but others could be important too.

- Simplification and coherence of the adult education structure has to be directed towards the individual and not only towards the public authorities.

- The more obvious co-ordination problem remains in the category "Adult vocationally-oriented education". This needs to be dealt with.

In conclusion, the Thematic Review is a comparative exercise which allows each of the participating countries to share elements of their national systems, and to profit from the elements and ideas that are presented by the other countries. Lifelong learning in Denmark, and in particular adult education and training, has particularly strong elements which others could learn from. The close relationship that exists in Denmark between the advancement of democracy and the development of a particular non-formal learning context has been developed over the decades, and is sure to be closely examined by other countries. In addition, the importance of the adult education and training has a long-standing and established tradition: Denmark is a country of many "good practices" concerning access to education and training. The next step will involve considering if this could be complemented by new modes of certification better adapted to the adult population situation.

GLOSSARY

AF	Public Employment Service
AMS	Labour Market Authority
AMU	Adult Vocational Training Service
AVU	General Adult Education
AUF	Labour Market Institution for Financing of Education and Training
CEDEFOP	European Centre for the Development of Vocational Training
CVT	Continuing Vocational Training
DTI	Danish Technological Institute
EC	European Commission
ECTS	European Credit Transfer System
EGU	Vocational Basic Training
EVA	Danish Evaluation Institute
FHS	Folk High School
FVU	Preparatory Adult Education
GVU	Basic Adult Education
HF	Higher Preparatory Examination
IALS	International Adult Literacy Survey
ICT	Information Communication and Technology
ISCED	International Standard Classification for Education
ISO	International System Organisation
IT	Information Technology
PLAR	Prior Learning Assessment and Recognition
SIALS	Second International Adult Literacy Survey
SMEs	Small and Medium-Sized Enterprises
SVU	State educational support for adult
VEUD	Vocationally-Oriented Education and Training for Adults
VEU-Reform	Adult Education and Training Reform
VET	Vocational Education and Training
VUC	General Adult Education Centres
VUS	Act on Education and Support for Adults

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ANNEX 1

STEERING GROUP

From the Ministry of Education

Mr. Peter Grønnegård	Head of Division, Department of Adult Education, Ministry of Education
Ms. Annelise Hauch	Head of Section, Department of Adult Education, Ministry of Education
Mr. Claes Hagn-Meincke	Head of Section, Statistics and Information Division, Ministry of Education

From the Ministry of Labour

Mr. Jan Reitz Jørgensen	Acting Head of Division, Labour Market Authority
Mrs. Karen Olsen	Chief Adviser, Labour Market Authority
Mr. Torben Andersen	Head of Section, Labour Market Authority

Background Report

Mr. Kaj Olesen	Director, Teknologisk Institut
Mrs. Lizzie Mærsk Nielsen	Consultant, Teknologisk Institut

Logistics

Mr. Jens Dalsgaard	Centre for Information and Consultancy about International Education and Co-operation Activities (CIRIUS), Ministry of Education

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ANNEX 2

EXPERTS

Ms. Danielle Colardyn (Rapporteur)	Professor, College of Europe, Bruges, Belgium and Consultant, Paris, France
Mr. Helmut Höpflinger	Ministry of Labour and Social Affairs, Vienna, Austria
Mr. Gregor Ramsey	Former Chief Executive Officer, Technical and Further Education Commission, Sydney, Australia
Ms. Anne Sonnet	Employment Analysis and Policy Division, Directorate for Education, Employment, Labour and Social Affairs (DEELSA), OECD, Paris, France
Mr. Patrick Werquin	Education and Training Division, Directorate for Education, Employment, Labour and Social Affairs (DEELSA), OECD, Paris, France

ANNEX 3

PROGRAMME

Monday 6 November – Copenhagen

- Location: Uddannelsesstyrelsen (Education Authority)

15:00-17:00 *Meeting with the Steering Group and the authors of the Background Report*

Discussion of the Background Report

Ministry of Education
Mr. Peter Grønnegård, Head of Division, Department of Adult Education
Ms. Annelise Hauch, Head of Section, Department of Adult Education
Mr. Claes Hagn-Meincke, Head of Section, Statistics and Information Division

Ministry of Labour
Mr. Jan Reitz Jørgensen, Acting Head of Division, Labour Market Authority
Mrs. Karen Olsen, Chief Adviser, Labour Market Authority
Mr. Torben Andersen, Head of Section, Labour Market Authority

Teknologisk Institut
Mr. Kaj Olesen, Director, one of the authors of the Background Report

Tuesday 7 November – Copenhagen

- Location: Arbejdsmarkedsstyrelsen (AMS) (Labour Market Authority)

09:00-14:45 *Meeting with officials from the Ministry of Labour and the Ministry of Education*

09:00-10:00 Mr. Peter Grønnegård, Head of Division, Department of Adult Education, Ministry of Education

Adult education and continuing vocational training under the Ministry of Education: Education programmes including target groups, financing and governance

10:00-11:00 Mr. Jan Reitz Jørgensen, Acting Head of Division, Labour Market Authority
Adult vocational training: target groups, financing and governance

11:00-12:00 Mr. Lars Mortensen, Head of Department, Ministry of Education
The Adult Education Reform 2000

13:30-14:00 Mr. Kaj Westergaard, Labour Market Authority, member of the OECD ELSA Committee
Active labour market policy

14:00-14:30 Questions and discussion of programme so far

15:30-16:30 *Dialogue with the social partners*

Employers' Federation (DA): Mr. Hans Glendrup, Education Officer
Employees' Organisation (LO): Ms. Anne Bruvik Hansen, Education Officer

Wednesday 8 November – Randers

The first part of the day focussed on vocational education and training for adults.

08:30-11:00 *Visit to AMU-Center Randers*

Meeting with Ms. Judy Olsen and Mr. Niels Ove Petersen, educational advisers, and Mr. Peter Sørensen, Head of Unit

13:00-15:00 *Visit to Randers Technical School (College)*

Meeting with Mr. Johannes Olesen, Director; Mr. Flemming Kristensen, Vice Director and Mr. Egil Toft, Education Director

15:15-16:45 *Visit to a local firm, Randers Reb A/S*

Mr. Carsten Spanget, President
Mr. Per Gotfredsen, Quality Manager

18:15-21:00 *Hadsten Folk High School*

Meeting with Mr. Ole Brunsbjerg, Principal, and teachers and pupils from the folk high school

Thursday 9 November – Århus

08:45-12:00 *Visit to VUC Århus (Adult Education Center Århus)*

Meeting with Mr. Preben Clausen, Director; Ms. Susanne Dombernowsky, Deputy Principal, Upper Secondary Education Department; and Ms. Trille Gaardsdal, Teacher, General Adult Education

The Centre provides general courses at lower secondary level (AVU) and upper secondary level (HF). After a short introduction to the centre, the visit focussed on:

- Recruitment and counselling of students prior to course start.
- Who are the learners/users of the centre and how do they manage after graduation?
- Flexibility and variety of courses offered – open VUC, open learning environment, concentrated courses etc.
- Linking to labour market initiatives and co-operation with companies.

13:30-15:00 *Visit to the National Postage Company, Post Danmark*

Meeting with Mr. Jens Holger Geil, Head of Division and Ms. Eva Christensen, Senior Education Officer

The meeting focussed on:

Organisational changes and demand for education

Co-operation with educational providers

Future initiatives

15:15-16:45 *Meeting at Arbejdsmarketrådet for Århus Amt – The Regional Labour Market Council of Århus County*

Meeting with Mr. Kurt Mikkelsen, Head of Section.

The meeting focussed on the initiatives in relation to the continued education of unemployed adults, identification of the individual educational needs, co-operation with providers of education and financing of activities.

Friday 10 November – Århus

The first part of the day focussed on informal adult education

9:00-10:45 *Visit to Åboulevardens Daghøjskole – A non residential folk high school*

Meeting with Ms. Ingelise Vinther Andersen, Deputy Principal; Elisabeth Pind Povlsen, Teacher; and Birte Wium Olesen, Counsellor

11:00-13:00 *Visit to Frit Oplysningsforbund (FO), one of the adult educational associations in Århus*

Meeting with Mr. Torben Dreier, Director of FO; Mr. Steffen Hartje, Chairman of the Umbrella Structure for Adult Educational Associations in Århus; and Mr. Henrik Gram Nielsen, teacher in FO.

14:30-16:00 *Visit to Århus University - Open Education*

Meeting with Head of Unit, Mrs. Kirsten Andersen, concerning the possibilities of adult education within the higher educational area

Monday 13 November – Copenhagen

9.00-12.00 *Session with researchers within different fields of Adult Education*

- Location: Rectors' Conference Meeting Room

Professor Henning Salling Olesen, Roskilde University Centre (EVU Group)

Professor Knud Illeris, Roskilde University Centre (EVU Group)

Professor Bjarne Wahlgren, Danish University for Education

Senior Researcher Arne Carlsen, Danish University for Education

13.00-14.00 *Meeting with Mrs Margrethe Vestager, Minister of Education*

- Location: Ministry of Education

Also present were the Steering Group (except the Statisticians) and Mr. Kim Mørch Jacobsen, Director, Department of Adult Education

14.15-16.15 *Meeting with officials from the Ministry of Education and the Ministry of Labour*

- Location: Rectors' Conference Meeting Room

ICT in Education – Denmark's Virtual University
Ms. Lilla Voss, Chief Adviser, Ministry of Education

Adult Vocational Training ICT Action Plan
Ms. Tove Deneyer, Chief Adviser, Labour Market Authority

Labour Market Authority: Adult Vocational Training Quality System
Ms. Mette de Lony / Mr. Jørgen Brogaard Nielsen, Heads of Sections

Quality Assurance in the Ministry of Education
Mr. Philip Pedersen, Chief Adviser, Ministry of Education

16:15-17:15 *Dialogue with the social partners*

- Location: Rectors' Conference Meeting Room

Employers' Federation (DA): Mr. Hans Glendrup
Employees' Organisation (LO): Mr. Erik Christiansen

Tuesday 14 November – Copenhagen

- Location: Education Authority

9:00-10:00 *Educational guidance for adults*

Ms. Vibeke Thorshøj, Head of Section, Labour Market Authority

12:00-13:00 *Evaluation meeting in the Ministry of Education*

Feedback from the expert team

Present from the Ministries:

Ministry of Education

Mr. Peter Grønnegård, Head of Division, Department of Adult Education
Ms. Annelise Hauch, Head of Section, Department of Adult Education

Ministry of Labour

Mr. Jan Reitz Jørgensen, Acting Head of Division, Labour Market Authority
Mrs. Karen Olsen, Chief Adviser, Labour Market Authority

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